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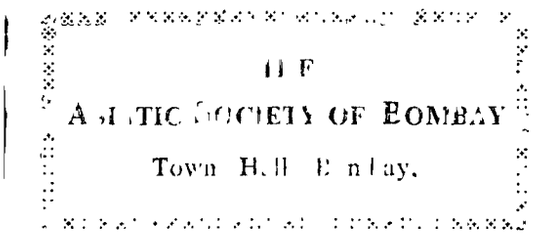

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INDIA (ADEN).

Return (in part) to an Address of the House of Lords, dated 11th July 1905,

FOR

1. Report on Aden Harbour by Aden Commission appointed in August 1901;
2. Figures of recent Trade in Aden: Foreign, Local, and Indian;
3. Papers on Boundary Line between Yemen and Aden Protectorate.

NOTE.—The papers regarding the boundary line between Yemen and Aden Protectorate will not be ready for publication until notes have been exchanged at Constantinople between H.M. Government and the Porte.

Part I.

India Office,
3rd August 1905.

A. GODLEY,
Under Secretary of State for India.

(The Lord Reay.)

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Ordered to be printed 3rd August 1905.

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TABLE OF CONTENTS.

PART I.—REPORT ON ADEN HARBOUR BY COMMISSION APPOINTED IN AUGUST 1901, AND CONNECTED PAPERS.

No.	Document.	Date.	From	To	Subject.	Page
		1901.				
1	Letter, No. 277 G. (Marine), with an enclosure.	Aug. 12	Government of Bombay.	Government of India.	Constitution of the Commission.	5
2	Letter, No. 361 G. (Marine), with an enclosure.	Oct. 15	„ -	„ -		6
		1902.				
3	Letter, No. 171 G. (Marine), with four enclosures.	May 26	„ -	„ -	Report of the Commission. Proposals as to provision of a new wharf and the dredging of the harbour.	7
4	Telegram - -	June 24	Bombay Chamber of Commerce.	„ -	Suggest publication of the Report before any measures thereon are taken.	23
5	Letter, No. 3260 S. R. (Finance and Commerce).	July 2	Government of India.	Government of Bombay.	Request for views of Chambers of Commerce on recommendations of the Commission.	23
6	Letter, No. 3621 S. R. (Finance and Commerce).	July 2	„ -	Governments of Madras, Bengal, and Burma.		24
7	Letter, No. 210 G. (Marine).	July 2	Government of Bombay.	Government of India.	Forward copies of the Proceedings of the Commission.	24
8	Letter, No. 1529 (Marine), with an enclosure.	Aug. 16	Government of Bengal.	„ -	Views of the Bengal Chamber of Commerce regarding Commission's proposals.	24
9	Letter, No. 721–3 P.–8 (Commerce), with an enclosure.	Aug. 20	Government of Burma.	„ -	Expression of general approval of the Commission's recommendations by the Rangoon Chamber of Commerce.	28
10	Letter, No. 698 (Marine), with an enclosure.	Aug. 27	Government of Madras.	„ -	Views of the Madras Chamber of Commerce regarding Commission's proposals.	29
11	Letter, No. 329 G. (Marine), with four enclosures.	Oct. 30	Government of Bombay.	„ -	Recommendations as to measures to be taken. Views of the Bombay, Karachi, and Aden Chambers of Commerce, and memorandum by the President of the Commission in reply thereto.	29
12	Letter, No. 360 G. (Marine), with three enclosures.	Dec. 4	„ -	„ -	Further correspondence regarding objections to Commission's proposals raised by the Aden Chamber of Commerce, and the Agent, P. and O. Co., Aden.	43

No.	Document.	Date.	From	To	Subject.	Page
		1903.				
13	Letter, No. 1711 S. R. (Finance and Commerce).	Mar. 28	Government of India.	Government of Bombay.	Suggest construction of a small wharf and reconsideration of proposals in No. 11.	45
14	Letter, No. 116 G. (Marine).	Apr. 27	Government of Bombay.	Government of India.	Modification of proposals in No. 11. Action for the present to be limited to reclamation of part of Tawahi Bay.	47
15	Letter, No. 2588 S. R. (Finance and Commerce).	May 12	Government of India.	Government of Bombay.	Return plans regarding proposed construction of wharf.	47
		1904.				
16	Letter, No. 131 (Marine), with an enclosure.	Jan. 21	Government of Bengal.	Government of India.		47
17	Telegram, No. 767	Feb. 13	Government of Bombay.	„ -	Suggestion that loan of dredgers for deepening of Aden harbour be requested from Admiralty.	50
18	Telegram, No. 1109 S. R.	Feb. 17	Government of India.	Secretary of State for India.		50
19	Letter, No. 71 G. (Marine), with four enclosures.	Feb. 19	Government of Bombay.	Government of India.		50
20	Telegram - -	Mar. 18	Secretary of State for India.	„ -	Inability of Admiralty to lend dredgers.	53
21	Letter, No. 1950 S. R. (Finance and Commerce).	Mar. 24	Government of India.	Governments of Bengal and Bombay.		54

PART II.—FIGURES OF RECENT TRADE IN ADEN: FOREIGN, LOCAL, AND INDIAN (*page* 54).

109004

Part I.—Report on Aden Harbour by Aden Commission appointed in August 1901, and connected Papers.

No. 1.

LETTER from the SECRETARY TO THE GOVERNMENT OF BOMBAY, Marine Department, to the SECRETARY TO THE GOVERNMENT OF INDIA, Finance and Commerce Department. No. 277 G., dated 12th August 1901.

With reference to your letter No. 3033 S. R., dated the 6th June 1901, I am directed to forward herewith copy of resolution by this Government, No. 100 of this date, regarding the appointment of a Commission to report on the feasibility of the schemes suggested for providing a public wharf at Aden.

Enclosure 1 in No. 1.

Extract from the Proceedings of the Government of Bombay, Marine Department. No. 100, dated 12th August 1901.

Read—

Letter from the Government of India, Finance and Commerce Department. No. 3033 S. R., dated 6th June 1901.

Letter from the Secretary to the Government of Bombay, Marine Department, to the Political Resident, Aden. No. 205 G., dated 21st June 1901.

With his letter No. 1, dated 2nd January 1900, your predecessor, General Creagh, submitted for the approval of Government a scheme prepared by the Trustees of the Port of Aden for the construction of a public wharf at Tawahi Bay at Aden and applied for a loan of eight lakhs from Government to carry out the proposed work. The proposal was carefully considered by Government, and in their Resolution No. 108, dated the 15th June 1900, to which I am to invite attention, it was decided that the project must be abandoned, as the Government loan applied for could not be provided.

2. I am now directed to forward copy of a letter from the Government of India, No. 3033 S.R., dated the 6th June 1901, in which the assembly of a small Commission of Enquiry at Aden to take evidence and report on the feasibility of the different schemes which have been proposed and the prospects of their proving remunerative is suggested. I am to state that, in compliance with the wishes of the Government of India, his Excellency the Governor in Council has determined to appoint such a Commission and to request that you will be so good as to submit at an early date proposals on the subject for the consideration of Government.

Letter from the Political Resident, Aden, to the Secretary to the Government of Bombay, Marine Department. No. 252, dated 23rd July 1901.

I have the honour to acknowledge your No. 205 G., dated the 21st June last, forwarding a letter from the Government of India suggesting the assembly of a small Commission to enquire into the feasibility of the different schemes which have been put forward for providing a public wharf at Aden. It is stated that His Excellency the Governor has determined to

appoint such a Commission, and the Resident at Aden is requested to submit proposals for the consideration of Government at an early date.

2. In reply, I would observe that the decision of the Government of Bombay to appoint a Commission of Enquiry will be welcome to that section of the mercantile community who have no interest in the existing wharves, and I am glad that it has been arrived at. I would suggest that the Commission should consist of five members representing local interests and one Naval Officer. The President should be appointed by Government. The members should include representatives of the wharf-owning interest as well as of those who are supporters of the proposals for a public wharf and also of the Port Trust. I would suggest the following :—

(1) Major Davies, First Assistant Resident.
(2) Mr. Hormusji Cowasji Dinshaw, of Messrs. Cowasji Dinshaw and Brothers.
(3) Mr. Baglehole, Agent of the Peninsular and Oriental Company.
(4) Mr. Bunin Menahim Messa, of the firm of Messrs. Menahim Messa.
(5) W. H. Lockerman, of Messrs. Lockerman and Company.
(6) The Officer in command of the Guard Ship or another Naval Officer nominated by the Commander-in-Chief, East India Squadron.

3. The report of the Commission might be submitted to the Resident, who would forward it to Government with his own remarks.

The best time for the assembly of the Commission would be in November or December.

Resolution.—His Excellency the Governor in Council approves of the Commission being constituted as proposed by the Political Resident, Aden, with the addition of a representative of the Aden Chamber of Commerce. The Political Resident should accordingly request that body to nominate a member, and his Excellency the Naval Commander-in-Chief should be similarly addressed as regards the appointment of a Naval Officer.

2. The Political Resident, Aden, is appointed President of the Commission, which should meet on such date in November next as that officer may fix.

3. The report of the Commission should be submitted to Government by the Political Resident, Aden, with his remarks.

No. 2.

Letter from the Secretary to the Government of Bombay, Marine Department, to the Secretary to the Government of India, Finance and Commerce Department. No. 361 G., dated 15th October 1901.

In continuation of my letter No. 277 G., dated the 12th August 1901, I am directed to forward herewith, for the information of the Government of India, copy of a Resolution by this Government, No. 120 of this date, regarding the Commission appointed to report on the feasibility of the schemes suggested for providing a public wharf at Aden.

Extract from the Proceedings of the Government of Bombay, Marine Department. No. 120, dated 15th October 1901.

Read—

Letter from the Political Resident, Aden, to the Secretary to the Government of Bombay, Marine Department. No. 298, dated 29th August 1901.

I have the honour to acknowledge the receipt of the Resolution of the Government of Bombay in the Marine Department, No. 100, dated 12th August 1901, regarding the appointment of a small Commission of

Enquiry at Aden to report on the feasibility of the schemes for the construction of a public wharf.

2. With reference to the addition of a representative of the Aden Chamber of Commerce, I would venture to observe that the proposed Commission already includes three representatives of the Chamber of Commerce, viz., Mr. Baglehole, the President, Mr. Hormusji Cowasji Dinshaw, a member of the Committee of the Chamber, and Mr. Bunin Menahim Messa.

3. Under these circumstances, his Excellency the Governor will probably agree that the appointment of an additional member to represent the Chamber of Commerce will not be necessary.

4. With regard to the appointment of the Political Resident as President, I would venture to observe that opinion in Aden as to the project which has been put forward for the construction of a public wharf is somewhat sharply divided. It seems to me distinctly desirable that the President of the Commission should be entirely unconnected with Aden, and also that he should have some practical knowledge and experience of the management of harbours with reference to the needs of a commercial community. The members of the Commission have been selected as representing, with as near an approach to equality as can be obtained, the two different sides of the question, that is to say, the advocates of a public wharf, as opposed to those who would prefer to enlarge and deepen the mooring basin and channel leading thereto, and it is probable that the side to which the President of the Commission inclines will win the day as far as the recommendations contained in the report are concerned. If the Political Resident is Chairman of the Commission, he will have some difficulty, for want of practical knowledge, in distinguishing between those arguments which are merely specious and those to which weight should be given, and I would submit that, if a gentleman with the sort of experience required cannot be spared from the Port Trusts of Bombay or Karachi, the Commander-in-Chief on the East Indian Station should be asked to nominate a Naval Officer of rank to sit as President of the Commission, in addition to or in substitution of the Naval Officer who will be a member under the present proposal.

RESOLUTION.—Government concur with the Political Resident at Aden that the appointment of an additional representative of the Chamber of Commerce, Aden, on the proposed Commission is unnecessary.

2. With reference to paragraph 4 of the Resident's letter, his Excellency the Governor in Council is pleased to appoint Mr. W. C. Hughes, C.I.E., F.K.C., M.Inst.C.E., Chairman of the Bombay Port Trust, as President of the Commission. The Political Resident should be requested to intimate to Mr. Hughes when he will be required to proceed to Aden.

3. Orders regarding Mr. Hughes' pay and allowances while on deputation will be issued hereafter.

No. 3.

LETTER from the ACTING SECRETARY TO THE GOVERNMENT OF BOMBAY, Marine Department, to the SECRETARY TO THE GOVERNMENT OF INDIA, Finance and Commerce Department. No. 171 G., dated 26th May 1902.

Adverting to the correspondence ending with my letter No. 361 G., dated the 15th October 1901, regarding the appointment of a Commission to report on the feasibility of the schemes suggested for providing a public wharf at Aden, I am directed to submit herewith, for the consideration of the Governor General in Council, copy of the report of the Commission, together with a letter from the Political Resident, Aden, No. 65, dated the 1st March last, with accompaniments,* containing the views of that officer on the report.

* Including three plans (to be returned).

2. I am to state that the proposals made by the Commission relating to the provision of a new wharf and the dredging of the harbour meet with the cordial support of this Government, and his Excellency the Governor in Council hopes that the Government of India will be pleased to sanction the grant of the loan of 18 lakhs applied for, the period of repayment being fixed at 60 years, as suggested by the Political Resident, Aden. I am also to invite attention to the Commission's letter, dated the 30th December 1901, forwarded with the report, and to state that his Excellency in Council concurs in the views expressed by the Commission and trusts that the Government of India will see fit to represent the case to the Home Government in order that an Imperial grant equal to the estimated expenditure on dredging may be given, as suggested by the Commission, or that at least a loan of 80,000*l.* may be obtained as proposed by the Political Resident. I am to add that, if such application to the Home Government proves unsuccessful, his Excellency the Governor in Council hopes that the Government of India may be able to lend to the Trust the further sum of 12 lakhs on the same terms as the first loan of 18 lakhs. I am further to convey the recommendation of his Excellency in Council that, if the Government of India approve of the scheme submitted, an immediate advance of Rs. 2,50,000 may be authorised for the purpose stated in paragraph 38 of the report of the Commission.

3. I am to request that the Government of India may be moved to press upon the attention of the English Foreign Office the views expressed in paragraph 33 of the Commission's report and paragraph 19 of the Political Resident's letter.

4. The annexures to the report are being printed, and copies will be sent to the Government of India as soon as possible.

Enclosure 1 in No. 3.

Letter from the Members of the Aden Port Commission to the Secretary to the Government of Bombay, Marine Department. Dated 30th December 1901.

In submitting our report in obedience to the instructions contained in Government Resolution No. 100, dated 12th August 1901, we desire to represent to Government for separate consideration the strong claims which the Port of Aden has to financial assistance.

We have in our report strongly advocated a comprehensive scheme of improvement calculated to benefit the whole trade of the Port, and we have shown that such a scheme can be financed with the resources at present at the disposal of the Board supplemented by a return from the trade of a portion of the sums they now spend on lighterage which will be saved by the improved facilities that will be provided.

But this project, while it leaves only a narrow margin, assumes also that the present rates of charges on shipping and goods will in other respects be maintained, whereas we would strongly urge that a reduction in the present charges would aid materially in the development of the trade and tend to consolidate and establish the position of the port as an emporium for coal and centre of shipping trade with a continuous and plentiful supply of freight. Any improvement in this direction would attract trade from all coast ports for transhipment and enable the port to compete with the system of direct shipments which threatens to divert the trade in more than one direction.

Apart from its importance as a naval coaling station and in respect of the accommodation it affords for ships of His Majesty's Navy, the Royal Indian Marine, and Foreign Naval Powers (many of the dredged berths are in almost constant occupation for these purposes), the port is the natural coaling station for the whole trade *via* the Suez Canal with India, China, the Straits, and the Australian Colonies. It is not right that the trade of Arabia and the Somali and African Coasts now resorting to Aden should alone bear the whole burden of improving the harbour for coaling purposes. The trade of

the port has already in the last few years spent over 14 lakhs in dredging the harbour, while the receipts from charges on coal do not exceed Rs. 35,000 per annum.

Any further deepening is mainly, if not entirely, necessary to enable vessels of practically any draught to coal and transfer mails and passengers in the shelter of the port.

Neither is the trade of India solely interested. The shipping interests of the whole of the Eastern trade are concerned, and under certain circumstances it is even vitally important to those interests that the harbour should be made capable of sheltering the largest ships engaged in that trade.

These arguments appear to us forcible as grounds for an appeal for Imperial assistance in the present scheme, to reduce taxation and relieve the local trade of charges for which other interests are really liable, and we respectfully ask that the Government of Bombay will move the Government of India to represent the case to His Majesty's Government for consideration, with a view to a grant being made in aid of the expenditure to an extent at least sufficient to cover the cost of the further deepening of the harbour, viz., Rs. 12,00,000 or 80,000*l*.

Annexure.

REPORT OF THE ADEN PORT COMMISSION.

Introduction.

The Commission, appointed under the orders of the Government of Bombay, was constituted as follows:—

Mr. W. C Hughes, C.I.E., F.K.C., M.Inst.C.E., Chairman of the Bombay Port Trust - -	President.
1. Major J. Davies, First Assistant Political Resident (Chairman, Aden Port Trust) - - -	Members.
2. Mr. Hormusji Cowasji Dinshaw, of Messrs. Cowasji Dinshaw and Brothers - - -	
3. Mr. C. deC. Baglehole, Agent of the Peninsular and Oriental Steam Navigation Company -	
4. Mr. Bunin Menahim Messa, of the firm of Messrs. Menahim Messa - - - - -	
5. Mr. W. H. Lockerman, Merchant - -	
6. The Officer in Command of the Guard Ship -	

II. Commander J. C. Armstrong, R.N., attended the two preliminary meetings held in November 1901, as Officer in Command of the Guard Ship (H.M.S. "Lapwing"); Commander M. G. Cartwright, R.N. (H.M.S. "Cossack") attended the subsequent meetings in that capacity, but was absent from the last seven meetings of the Board, his ship having to leave the port on duty.

III. Khan Bahadur Muncherji Rustomji Dholu, C.I.E., Acting Fourth Assistant Political Resident, kindly undertook the duties of Secretary to the Commission.

IV. The terms of the reference to the Commission were as follows:—

"2. In the absence of local knowledge the Government of India are unable to form an opinion on the merits of the scheme put forward by the Trustees of the Aden Port Trust, but they consider the commercial development of the Port of Aden as a question of some special importance. They would therefore suggest for the consideration of his Excellency the Governor in Council the assembly of a small Commission of Enquiry at Aden to take evidence and report on the feasibility of the different schemes which have been proposed and the prospects of their proving remunerative. It might perhaps be arranged that the Commission should include a representative of the Royal Navy and representatives of the great shipping companies as well as of the local commercial community.

"3. The points on which further inquiry appears to be specially necessary are:—

(*a*) The adequacy of the existing wharves and accommodation.

(*b*) The probability of trade development as resulting from the construction of a public wharf.

(*c*) The prospect of a sufficient return by dues or otherwise to repay with interest the loan that may be required to meet the cost of construction.

(*d*) The question whether money to be spent on Aden harbour would be best spent on a public wharf or on deepening the anchorage.

"4. If further enquiry on these lines should result in making out a strong case for a loan, the Government of India will be prepared to entertain an application for the advance of a reasonable sum."

V. The Commission held preliminary meetings at Aden on 1st and 2nd November 1901 for the purpose of settling the procedure to be followed. At these meetings a set of questions was prepared for the purpose of eliciting evidence on points affecting the issues to be decided. A copy of these questions is attached.* They were circulated to the Aden Port Trust, the Chamber of Commerce, and 54 of the leading shipping agents, merchants and others as per Appendix B,* and replies were received as per list given in Appendix C.* The replies will be found complete in Appendix D,* with the exception that the translation of only one of the 15 in Guzerati and Arabic has been printed, as they are all of the same purport.

VI. The Commission re-assembled at Aden to consider the evidence on the 12th of December 1901, and since that date have held 14 meetings at which the following witnesses were examined orally:—

Mr. W. S. Child, Port Engineer.
„ N. G. Greensmith, Senior Pilot.
„ E. Somerville Murray, Secretary to the Aden Chamber of Commerce.
„ Hormusji Cowasji Dinshaw, of the firm of Messrs. Cowasji Dinshaw and Brothers (a Member of the Commission).
„ C. de C. Baglehole, Agent of the Peninsular and Oriental Steam Navigation Company (a Member of the Commission).
„ Mahomed Ebrahim, Munim of the firm of Messrs. Hajeebhoy Lallji & Co.
„ P. W. Forbes, Manager of the Aden Branch of the National Bank of India.
„ R. C. Byramji of Messrs. Dadabhoy & Co.
Khan Bahadur Muncherji Rustomji Dholu, C.I.E., representing the Aden Port Trust.
Mr. R. A. Grosse, of the firm of Max Klein.
„ J. Millet, Agent, Messageries Maritimes Steam Navigation Company.
„ G. M. Gordon, Manager of the firm of Messrs. Luke Thomas & Co.
„ F. Kesel, Manager of the Arabian Trading Company.

VII. A record of the proceedings at each meeting will be found in Appendix E*; a transcript of the oral evidence is attached to the proceedings.

VIII. On the 20th December 1901 the Commission met on the ground to inspect the Maala pier and wharves and storage accommodation owned by the Port Trust in that locality, as well as the storage godowns of the merchants which adjoin the Port Trust property.

Report.

We beg now to present our report on the questions submitted to us by Government, and in doing so to explain that we have understood our instructions as covering inquiry as to the possibility of developing the Port of Aden as a commercial port, which the Government of India consider a question of some special importance.

* Not printed.

The scheme for a public wharf.

2. As regards the wharf scheme put forward by the Aden Port Trust, it is to be observed that it was designed in the first place not merely to increase the wharf accommodation at Tawahi and Hedjuff, but to supersede the whole of the existing private wharves at those places on the ground that the private ownership of the wharves by the shipping agents was detrimental to the interests of the trade of the port, which would be fostered and encouraged by the substitution of a public wharf administered by the Port Trust. The scheme contemplated an extension at a future date to provide deep-water berths at which ocean-going steamers could discharge, thereby saving lighterage. The first section, however, comprised the provision of berths for two coasting steamers of not more than 17 feet draft, with wharves and basins for lighters and tugs drawing up to 12 feet only.

3. This section of the scheme is estimated to cost Rs. 7,83,999 and to afford accommodation as follows, as compared with that now available at the four private wharves :—

	Square Yards.		
	Proposed at New Wharf.	Existing at Private Wharves.	Increase.
Wharf area :—			
Open	38,952	16,532	22,420
Covered	5,900	2,966	671
Warehouse accommodation	—	2,263	
	44,852	21,761	23,091

The net return is estimated by the Trustees at Rs. 47,444.

4. From the evidence we have been able to collect we do not find the present wharf accommodation at Tawahi and Hedjuff is insufficient for the present trade requiring accommodation at these places. It was found insufficient in 1898-99, but that was owing to special and exceptional circumstances not likely to recur. There is a considerable body of opinion to the effect that increased wharf and covered storage accommodation is desirable at Maala, the depôt for the inland and coasting trade. It would appear from inquiries that some addition to the covered storage space at Maala is desirable, and that it would facilitate business at times of pressure, which recur at intervals, if the wharf area was larger. Some extension of the Maala pier is already contemplated, but we consider that this portion of the subject will be sufficiently dealt with if the attention of the Port Trustees is drawn to the representations contained in the evidence in regard to the requirements at Maala. The proposal should not be regarded as in any sense alternative to the Tawahi wharf scheme.

5. As regards the latter scheme and with reference to the evidence which has been tendered to the Commission, it is to be observed that undoubtedly the shipping agents who own the private wharves possess considerable influence. On the other hand, they have a large interest in the development of the trade of the port, and it is impossible not to attach some weight to the mass of opinion which is opposed to the proposal that the private wharves should be replaced by a public wharf, such as proposed, under the Port Trust management.

6. It is objectionable in principle that shipping agents, who regulate freight, should have a practical monopoly of the wharves. The possession of this monopoly, moreover, gives them the power of taxing trade for such facilities which should properly vest solely in the Board of Trustees. Other arguments in favour of public ownership and management are referred to in the evidence given before the Commission and in the proceedings, and it is unnecessary to recapitulate them in this report.

7. It is, however, right to say that we do not find from the evidence that trade is actually taxed by the wharf owners; we have not been able to ascertain that freights are affected by the fact that the shipping agents own the wharves, and we consider the landing and shipping charges on the scale regulated by the Chamber of Commerce, in 1896, though they constitute a heavy burden on the trade, are not in themselves excessive except in two cases which have attracted our attention, namely, kerosine oil [which is landed only at the Maala (public) wharf, where the rates regulated by the Chamber of Commerce do not apply] and skins, the charge for which has been represented to us as high in proportion to the services rendered.

8. While approving of the general principle that all wharves and landing places should be public property managed for the general benefit, we do not find that in a port of call like Aden, with very few whole cargoes to be dealt with and where business consists principally of a large number of comparatively small consignments, requiring to be landed and shipped with a maximum of despatch at any hour of the day or night, the present system of private ownership is open to as serious objection as it would be elsewhere under other conditions.

9. We further do not think that in the present state of the trade of Aden and so long as goods have to be landed and shipped in lighters, it would be justifiable to incur any considerable expenditure merely for the purpose of effecting this change of system.

10. The first section of the Port Trust scheme, under which lighterage would continue to be necessary for the great bulk of the trade, would not, in our opinion, have any material effect in developing trade. Its costs is altogether disproportionate to its results, and a sufficient return for the expenditure could only be obtained by taxing the present trade to an extent out of all proportion to the benefits it would receive.

11. We are of opinion that no half measures should be attempted, and that any scheme for improvement in the wharf accommodation should aim at the total abolition of lighterage for ordinary cargo and at relieving the trade of as large a portion as possible of the present heavy charges for landing and shipping goods. This can only be accomplished by providing a landing pier or piers, similar to the Merewether Pier at Karachi, for deep drafted vessels to come alongside.

12. The most suitable site for such a scheme would be found by reclaiming Tawahi Bay out to a line running from the north-east corner of the Abkari Pier to the north-east corner of the British India Coal Wharf, which would leave the channel between Flint Island and the mainland entirely unobstructed. The area to be thus reclaimed measures approximately 100,000 square yards. The reclamation would be comparatively inexpensive if effected by material from the dredging, and would effect a very desirable sanitary improvement. The frontage of the reclamation measures 2,150 feet in length, and the existing depth of water at low water ordinary spring tides, for a considerable portion, is over 14 feet. By means of short jetties this would be available for coasting steamers if required. The landing piers or jetties for deep drafted vessels would be at the western end of the reclamation, and the mooring basin would be extended landwards to avoid unnecessary length of pier.

13. From data furnished by the Port Engineer we find that such a scheme, with berths for two deep drafted vessels (which could be added to as occasion required), would cost approximately 18 lakhs (see Annexure, page 17) including plant, or say 10 lakhs more than the scheme for a public wharf without deep water berths, but the area of reclamation would be considerably more than double and lighterage would be done away with.

14. On a previous occasion objection was taken to a proposal to locate wharves on the Tawahi Bay site, but we do not concur in the grounds of the objection, nor do we consider that they should stand in the way of trade requirements.

15. We shall refer later on to the question of the means of financing such a scheme, but may add here that we do not contemplate that the existing private or other wharves should be closed. They should be left alone. Nor do we contemplate that steamers should be obliged to use the berths. That would be left to the discretion of owners.

Dredging.

16. As regards dredging, we concur in the opinion that the inner harbour should be deepened to keep pace with the Suez Canal, and that the upper portions should be dredged to 26 feet to afford three more moorings (six berths) principally for colliers and salt ships. We consider that in the first instance the mooring basin 3,000 feet × 1,200 feet should be dredged to 30 feet, affording mooring accommodation for eight deep drafted vessels, four being for steamers of the largest type, and that thereafter the entrance channel should also be dredged to 30 feet and the mooring basin widened, if necessary, to 1,400 feet.

17. From data furnished by the Port Engineer we find the cost of these proposals and time required for carrying them out with the existing plant to be:—

	Cost.	Time.
	Rupees.	Years.
I. Deepening mooring basin 3,000 feet × 1,200 feet to 30 feet -	1,84,000	2·08
II. Deepening upper harbour to 26 feet - - - - -	3,43,000	3·87
III. Deepening entrance to 30 feet (channel 600 feet wide, 2,830 feet long)	2,98,000	3·50
IV. Widening deep mooring basin to 1,400 feet - - -	1,00,000	1·12
Total - - - - -	9,25,000	10·51

We are advised that these estimates are liberal both as regards rates and quantities.

18. We consider, however, that the work should be expedited by the purchase of another powerful dredger which will ensure its completion within five years, and we take the cost on this assumption to be:—

	Rupees.
As above - - - - - -	9,25,000
Add purchase of new dredger - - -	5,40,000
	14,65,000
Deduct value of new dredger after completion of work - - - - -	2,70,000
Total - -	11,95,000

19. We should mention that the proposal formerly put forward by the Port Trust contemplated an entire expenditure of from 42 to 43 lakhs, including the provision of deep-water berths outside Flint Island (see Annexure, page 18), and the time for completion was from nine to ten years. Our proposals will, as shown, take from five to six years and cost Rs. 30,00,000, and we consider have the advantage in more than one other respect.

Finance.

20. We consider on this showing that a capital expenditure of 30 lakhs *i.e.*:—

	Rupees.
New wharf - - - - -	18,00,000
Dredging - - - - -	12,00,000
	30,00,000

is required for the improvement of the Harbour of Aden to afford essentially necessary facilities. We regard it of the highest importance to carry out these improvements to place the port beyond the reach of possible competition, to ensure the fullest development of trade with the Lower Red Sea, the Arabian and Somali and African Coasts, and to establish Aden as the coaling station for all trade routes *viâ* the Suez Canal.

21. We find from the accounts of the Port Trust that the revenues of the Board during the last three years have, excluding expenditure on dredging, yielded a surplus of—

	Rupees.
1898–99	1,25,546
1899–1900	1,08,031
1900–01	1,22,283
Average	1,17,957

or, say, Rs. 1,18,000 per annum.

The accounts for the first eight months of the current year show a considerable improvement in the trade of the port, the toll receipts having been nearly 40 per cent. larger than in the corresponding period of 1900–01.

22. From this surplus has to be deducted provision for dredging to remove silt deposited in the completed channel, which is obviously properly a revenue charge. The amount of silt deposit is very trifling, and we are advised that an allowance of Rs. 10,000 per annum for this purpose would be ample.

The average annual surplus available from current resources to meet interest and sinking fund charges would accordingly be Rs. 1,08,000.

23. We assume for the present that the capital expenditure would be met by a loan at 4 per cent. repayable in 40 years, and on this basis the interest and sinking fund charges would amount to 5·0524 per cent., and we submit the following as a forecast of ways and means covering the whole period during which the works are under construction :—

	Expenditure.	Interest and Sinking Fund.	Surplus Revenue.	Net Surplus.	Net Deficit.
	Rupees.	Rupees.	Rupees.	Rupees.	Rupees.
First year	6,00,000	15,000	1,08,000	93,000	—
Second year	5,00,000	43,000	1,08,000	65,000	—
Third year	7,00,000	73,000	1,08,000	35,000	—
Fourth year	6,00,000	1,06,000	1,08,000	2,000	—
Fifth year	4,00,000	1,31,000	1,08,000	—	23,000
Sixth year	2,00,000	1,47,000	1,08,000	—	39,000
Total	30,00,000	5,15,000	6,48,000	1,95,000	62,000
			Deduct Deficit	62,000	
				—	
Net surplus to be kept as a *Reserve Fund to meet fluctuations in Revenue*				1,33,000	

24. The new wharf would probably be completed by the end of the fourth year, but we assume it would not earn appreciable surplus revenue until the seventh year. In that year the interest and sinking fund charges would reach the maximum of Rs. 1,52,000 per annum, and there would be a deficit of Rs. 44,000 to be covered by wharfage and other receipts.

25. We base our estimate of the receipts which may fairly be relied on from wharfage on a consideration of the present expenses incurred in landing and shipping by lighters. We find that these expenses may, as a safe minimum, be taken as Rs. 1,74,000 per annum on the present trade (1900–01). If wharfage fees covering seven days' free storage were levied at rates yielding a total of half the present charges, that is, Rs. 87,000, it would leave a profit of an equal amount for the benefit of the trade from which any charges for occasional lighterage, of small consignments, when the deep-water berths were already occupied, could be met.

26. We further think it would be safe to count on a revenue of at least Rs. 10,000 from extra fees and warehouse rents. This figure has been questioned, but it appears small in consideration of the total trade and the accommodation that would be made available.

27. Our estimate of receipts is thus Rs. 97,000, and we do not consider it open to question that such a sum could be realised without difficulty in return for the facilities that would be afforded and the saving that would in part accrue to the merchants.

28. There would remain a balance of Rs. 53,000 to meet the cost of repairs, labour in handling, and establishment. We consider this amount no more than sufficient. The present establishment of the Board costs Rs. 10,000 per annum, but allowance has to be made for the cost of handling, and, moreover, the whole success of the project would depend upon efficiency in management, and a more highly-paid staff with a responsible head would, in our opinion, be essentially necessary.

29. We have shown (paragraph 23) that at the end of the sixth year a net surplus of Rs. 1,33,000 would have accumulated while the works were in progress, which we propose should be kept as a Reserve Fund to meet fluctuations in revenue. To this has to be added the surplus already in hand, which amounts to Rs. 1,27,000, making a total of Rs. 2,60,000. We think this Reserve Fund should be allowed to increase to Rs. 3,00,000, and thereafter all surplus revenues should be applied annually to the reduction of charges on shipping and goods.

30. The scheme of finance as thus described assumes that the trade of the port remains stationary. We find that the value of the sea-borne trade of Aden in merchandise only is about $9\frac{1}{2}$ crores or, excluding transhipment on through bills-of-lading, $6\frac{1}{3}$ crores, which is the value shown in the Trade Returns for 1900–01 which do not include transhipments. The statistics show that the trade (merchandise only, excluding transhipment) increased steadily from 4 crores in 1886–87 to $7\frac{1}{3}$ crores in 1896–97, but has declined in the last four years to $6\frac{1}{3}$ crores as already stated. This decline is attributed to various causes, as, for instance, famine in Yemen and India, the diversion of trade by direct shipments to ports formerly served through Aden, disturbances in Africa, &c.

These causes no doubt had effect, but the falling-off is really explained by the decline in the coffee trade which decreased by nearly $1\frac{1}{2}$ crores (1·46); of this decrease Rs. 34 lakhs is due to the fall in the rupee price of coffee which also no doubt affected the volume of both export and import of coffee. The considerable recovery in the total trade in the first eight months of the current year (paragraph 21) is a hopeful sign.

Development of Trade.

31. We do not find that competition, except with Hodeida for the coffee trade, has so far affected the trade of Aden, but we are satisfied that, if Aden is to maintain its position as a trading centre, active measures are desirable, besides the improvement of the port, in order to develop trade.

Foremost among these we put the improvement of communications with the interior on the Arabian side and very active measures to secure the Abyssinian trade *viâ* Harrar, which reaches Aden through the ports on the coast of the British Protectorate.

32. A railway from Aden, carried as far as practicable in the direction of Sana, would have an important effect in attracting the coffee and other Arabian trade to Aden. Failing this, we think every possible effort should be made to open out routes and remove hindrances such as transit dues on trade by caravan.

We think the extension of the influence of the Aden Residency among the Sultans and Chiefs within the British sphere and, more particularly, the formal inclusion within that sphere of all the Chiefs and people over whom the British Government may legitimately claim to exercise control, is highly desirable for the encouragement of traffic with the Hinterland. It would be of material assistance if Government agents were established in districts

to protect agents sent out by the merchants of Aden and to furnish data as to production, requirements, and prices.

33. On the African side we attach great importance, in the interests of the trade of Aden, to the project for railway communication between Berbera and Harrar. We are informed that on such a line (which should be of the cheapest construction possible) there would be considerable traffic with Ogaden independently of the Abyssinian trade. We have received complaints from merchants of the duties levied on imports and exports at the British Somali Coast ports, and in particular of the assessment placed on the value of the goods which is represented as largely increasing the duty recovered. It is obvious that these duties must tend to divert the trade to other available routes which are at present free, and we hope the matter may receive the consideration of His Majesty's Government.

34. We think it desirable that facilities should be afforded to encourage the establishment of the proposed installation for liquid fuel at Aden. The site on Slave Island appears to be too far off. It is not a dangerous article, and can safely be admitted to the inner harbour and stored in any convenient position, the tanks being enclosed by walls or embankments for additional security. With proper precautions, kerosine oil can be similarly provided for. A suitable site in the vicinity of the projected new wharf would, if there is no objection on military grounds, be part of the European and Australian Company's coal ground, not now in use.

35. We think the methods of trade registration at Aden should be made the subject of inquiry; that the returns should take cognizance of the quantity, value, and description of transhipment cargo on through bills-of-lading, showing separately that landed and reshipped and that transhipped in the stream. The returns generally should be compiled in a form to show the business at each wharf or bunder, and complete data should be made available as to the Port Trust charges on all the more important articles of trade. Data of this kind can, if methods are systematised, be afforded with little extra labour and are invaluable for local administrative purposes.

Conclusion.

36. We find on the particular issues submitted to us—

(*a*) That the existing wharves and accommodation are inadequate, inasmuch as the whole trade of the port has to be carried on at great expense by lighterage.

(*b*) That a public wharf with berths for deep drafted vessels will save materially in landing and shipping charges and will tend to develop trade.

(*c*) That by the provision of such a wharf an increased revenue can be realised without difficulty, sufficient to pay interest and sinking fund charges on the loan to be raised for the construction of the wharf and deepening the harbour, and that, after payment of such charges, a material saving will further accrue to the trade.

(*d*) We are in favour of the harbour being deepened as part of this general scheme, but we do not think the Aden Port Trust should incur further expenditure at the cost of the trade for further deepening the anchorage, except as part of a general scheme which will benefit the whole trade of the port.

37. As regards the proposed scheme of levying enhanced mooring fees, we think the ground for the proposal, namely, that Revenue has been lost by the removal of the charge for health certificates, is untenable. We think a charge for the use of moorings is legitimate and proper, but that it should be framed on the basis of covering no more than the cost of the moorings, including interest and sinking fund charges, repairs and depreciation (renewals). We think the strongest justification necessary for any enhancement of the charges on shipping visiting the port.

38. We advise, in conclusion, that Government should agree, on the application of the Board, to make an immediate advance of Rs. 2,50,000 for the purchase of plant to enable them to proceed with the reclamation scheme so as to, as far as possible, utilise the spoil from the dredging instead of depositing it outside the harbour. We also think that, if the scheme is generally approved, no time should be lost in ordering the new dredger, estimated to cost Rs. 5,40,000, so as to expedite progress.

39. We desire to record our thanks to Khan Bahadur Muncherji Rustomji Dholu, C.I.E., for the great assistance he has afforded us as Secretary to the Commission.

(Signed) WALTER C. HUGHES, President.
J. DAVIES, Major.
HORMUSJI COWASJI DINSHAW.
C. deC. BAGLEHOLE.
M. G. CARTWRIGHT, Commander, R.N.
BUNIN MENAHIM.
W. H. LOCKERMAN.

Aden, 30th December 1901.

ANNEXURE.

Statement of Cost of proposals for a Deep-water Pier with Wharf Accommodation at Tawahi Bay.

	Rupees.	Rupees.
Reclamation as per Trust Engineer's letter No. 594, dated 21st December 1901 - - - -	2,56,355	
Add dredging plant (10 punts and 2 steam tugs) as per dredging estimates - - - -	2,30,490	
		4,86,845
Two iron piers, each 240 feet long, with T-head 300 feet long, 51 feet wide, with 30 feet depth of water, as per Engineer's report - - -	8,61,960	
Add widening T-head to 51 feet - - -	1,00,000	
		9,61,960
Roads, tramways, warehouses, traffic office and establishment, as per Port Trust Scheme - -	2,52,896	
Add for extension to suit amplified proposals -	1,47,104	
		4,00,000
Dredging at head of proposed piers, as per Port Trust Engineer's letter No. 607, dated 27th December 1901 - -		16,701
		18,65,506
Deduct value of plant purchased for reclamation, say - - -		1,00,000
Total - - - - -		17,65,506

or say, including short jetties for coasting vessels along the frontage of the reclamation, Rs. 18,00,000.

These estimates are believed to be liberal in every respect, the desire of the Commission being to over rather than under-rate the cost of the scheme.

(Signed) WALTER C. HUGHES,
Aden, 30th December 1901. President.

ANNEXURE.

Proposals by Port Trustees for Harbour Improvements.

	First Method.	Alternative.
1. Dredging :—	Rupees.	Rupees.
(*Vide* Chairman's letter No. 1,557, dated 16th November 1900, quoted in preamble of G.R. No. 6, dated 25th January 1901, Marine Department.)		
Plant :—		
10 punts - - - - - -	4,55,490	
2 steam tugs - - - - -		
1 500-ton steam hopper - - - -		
1 new 1,000-ton hopper dredger - - -	—	5,40,000
Working expense - - - - -	18,88,810	15,83,556
Total - - - - -	23,44,480	21,23,556
2. Wharf scheme :—		
First section, for coasting steamers and lighters only -	7,83,999	7,83,999
Extension to comprise deep-water berths outside Flint Island, as per Engineer's letter No. 594, dated 21st December 1901	11,64,888	11,64,888
Plant for reclamation :—		
(*10 punts and 2 steam tugs*) *allowing 1 lakh for value on completion* - - - - - -	—	1,30,490
Total 2 - - - -	19,48,887	20,79,377
Total 1 and 2 - - - -	42,93,367	42,02,933

NOTE.—Either scheme of dredging is estimated to take from 9 to 10 years, hence there is no allowance for value of plant (except that specially required for reclamation in the case of the alternative), depreciation being taken at 10 per cent. per annum.

(Signed) WALTER C. HUGHES,
President.

Aden, 30th December 1901.

Enclosure 2 in No. 3.

Letter from the Political Resident, Aden, No. 65, dated 1st March 1902.

With reference to Captain Pottinger's letter, dated 25th January 1902, forwarding a copy of the Report of the Aden Port Commission, I much regret that sudden and somewhat severe indisposition prevented me at the time from addressing Government on the questions involved. I have now the honour to submit a corrected copy of the Report of the Commission and their forwarding letter. Attached to the former are two letters from the Port Engineer, with plans. The proceedings of the Commission, which are bulky, will be transmitted by book post.

2. The value of the sea-borne trade of Aden in merchandise without coal is stated by the Commission (paragraph 30) to be at present about 6⅓ crores of rupees (4,220,000*l.*). This is exclusive of the goods which are simply transferred from one ship to another on through bills of lading, the value of which amounts to something over another 3 crores (2,000,000*l.*).

The Aden trade consists, firstly, of goods collected from the ports in the Red Sea, the Somali and Mijjertain coasts of Africa, and the southern coast of Arabia, which are brought to Aden in country craft or coasting steamers for transhipment to Europe; and secondly, of imports from India and elsewhere which are for distribution to the neighbouring coasts in return for their commodities or for local use and consumption. From the small amount and nature of the trade ships seldom take up a full cargo at Aden. The traffic, as pointed out by the Commission, is carried on in a large number of small consignments.

The trade which reaches Aden from the interior of Arabia is unfortunately but trifling in amount. The total inland trade does not at present exceed Rs. 45,00,000 (300,000*l.*).

3. The Commission show that in the peculiar circumstances of the trade at Aden the fact that all the wharves are in the hands of the shipping agents and coal-supplying firms is not open to serious objection, although obviously unsound in principle. The evidence which came before the Commission seemed to show that the wharf owners, on the whole, had not taken undue advantage of their position or taxed the trade of the port for their own benefit, and the Commission have distinctly stated that the expenditure of any considerable sum in the construction of a public wharf would not be justifiable if it were simply for the purpose of taking the control of the landing, storage, and re-shipment of goods out of private hands.

4. I think it well to lay some stress on this point, as there has been an impression that the exactions of the wharf-owners injured the trade, and unmerited aspersions have in consequence been cast on them.

5. There remains the question of the improvement of the trade of the port by providing greater facilities for landing and shipping cargo. It is well known to Government that Aden has now to compete with other ports, and that a part of the trade from the coast of the Red Sea and neighbouring shores which used to come to Aden is going to Europe or America direct. Further, the port of Jibuti is not only a rival in the transhipment trade, but will tap the interior of Abyssinia through the Harrar Railway. Apart from the construction of a rival line from Berbera to Harrar, the only way of enabling Aden to maintain its position is to provide increased facilities for carrying on trade and to lessen as much as may be possible the burdens now necessarily imposed upon it.

6. These burdens may be described as, first, taxation to pay for the dredging of the harbour; secondly, the comparatively high cost of the landing and re-shipment of goods. The former is imposed by the Port Trust in the shape of tolls on all goods imported to and exported from Aden; the latter is at present unavoidable, because all cargo has to be landed and shipped by means of lighters, which is of course much more expensive than if the ships could come alongside jetties and discharge or take in goods directly from the wharf.

7. As this letter may be read by those who have no knowledge of Aden, perhaps it will be of advantage if it is here explained that the harbour, though large and well sheltered, is shallow, and that it has been found necessary of late years to deepen it by artificial means. A long, narrow mooring basin has been dredged out in what is called the "inner" harbour to a minimum depth of 26 feet at low water. This is the same depth as the Suez Canal. The basin can accommodate nine steamers drawing 26 feet, and vessels drawing a foot more come in occasionally. A sketch of the harbour on a scale of 8 inches a mile is attached.*

8. Ships of greater draught than 26 or 27 feet, for instance, the larger men-of-war, cannot enter, and as the outer harbour is also shallow, they have to lie in an exposed situation where coaling is not unfrequently difficult to carry out. The mooring basin communicates with the deep water by means of a dredged channel, which also has a minimum depth of 26 feet. The basin was, of course, dredged from that part of the harbour which was naturally the deepest. It lies parallel to the shore and at an average distance of about 200 yards from it. In no place can even the smallest steamers come alongside a pier or jetty.

9. Fortunately the whole bottom of the harbour is of soft mud, without any hard ground or rocks, so that deepening it is comparatively easy. There is also not much trouble from silt. Nevertheless, the cost of the dredging that has already been accomplished is, as stated by the Commission, 14 lakhs (nearly 100,000*l.*), the whole of which has actually fallen on the owners of the merchandise and coal landed at Aden.

10. With regard to the lighterage, which is the second great charge on the trade, its cost is estimated by the Commission at Rs. 174,000 (11,600*l.*) per annum. But this includes, I understand, any charges which may be made for accommodation and storage on the wharves.

* Not reproduced.

11. The proposals of the Commission have for their object the provision of increased facilities for the landing and shipment of goods and the reduction of lighterage. The scheme put forward is for the reclamation of the small, shallow bay known as Tawahi Bay, opposite one of the principal business quarters of the place. The wharves thus formed would afford as much space for the accommodation of merchandise as is ever likely to be required, and covered sheds would be provided for the storage of goods. The sea wall of the wharves would have outside it a depth of 14 feet of water at low tide, so that jetties carried out a very short distance would allow of the coasting steamers coming alongside. But the great feature of the scheme is the construction of two iron piers, with T-heads, at which the depth of water will be 30 feet at ordinary low water spring tides. These piers would enable the largest steamers to discharge and take in cargo direct from the wharves, and would almost entirely obviate the necessity for using lighters.

The cost of the reclamation and piers is estimated at 18 lakhs (120,000*l.*), including a certain amount of dredging between the heads of the piers and the existing mooring basin.

12. Now this scheme contains, it is believed, all that is actually necessary at the present time for the commercial advantage of the port, and there is little doubt that Government might safely advance the 18 lakhs as a loan at 4 per cent., the principal and interest to be repaid in 40 years. But the Commission have gone further. They have considered that the size of ocean-going steamers and consequently their draught of water is steadily on the increase. The mail steamers of the great lines which serve the ports of all Asia are growing larger, and it is understood that the authorities of the Suez Canal have decided on an immediate increase of depth to 29 feet, while it is recognised that 31 feet may soon be necessary. If Aden is to remain a coaling station for the mail lines, the depth of the harbour must be practically the same as that of the Suez Canal. Otherwise the mail steamers will gradually leave Aden and go either to Perim (which is not desirable, as it is unfortified) or more likely to Jibuti. The Commission have therefore proposed the deepening of the mooring basin and entrance channel, and the widening of the basin, now hardly broad enough to admit of a large steamer turning round. The cost, including a new dredger, is estimated at 12 lakhs (80,000*l.*) and the work would be completed in about five years.

If the dredging is sanctioned, in addition to the reclamation and piers, the total cost of the scheme will be raised to 30 lakhs (200,000*l.*), which, it is supposed in the report, would be advanced by the Government of India as a loan on the usual terms. Page 14 shows how the loan could be repaid by the Port Trust from its ordinary revenues.

13. The advantages to the trade of the port which are offered by the whole scheme would be as follows:—

(*a*) As regards the reclamation and piers, greater facilities for loading and unloading cargo and greater protection and safety afforded to merchants' goods, which are now apt to be damaged by weather and diminished by theft. The charges on account of landing and shipping merchandise at the new wharves would, it is calculated by the Commission, be only about half the present charges for lighterage. The balance would be so much gain to the merchants.

(*b*) With regard to the further dredging of the harbour, if this is carried out as proposed, deeper and longer ships could come in and more of them. The commerce of Aden, however, apart from the coal trade, would not apparently derive much benefit from this, until trading, as well as mail steamers, grow larger. The Commission are careful to point out that the deepening of the harbour which they recommend is mainly, if not entirely, required to enable the larger mail steamers of the immediate future to coal and to transfer mails and passengers in the shelter of the port.

14. In these circumstances, I hope that the Government of India, who have intimated their willingness to advance a certain sum if a strong case were made out, will agree to a loan of 18 lakhs for the reclamation and deep-water piers; but I would venture to suggest that the loan might be repayable

in 60 instead of 40 years. The interest and sinking fund charges on this loan would then be (in and after the seventh year) Rs. 79,564 per annum, instead of Rs. 90,943.

15. With regard to the 12 lakhs (80,000*l.*) which it is proposed to spend on dredging, I would invite attention to the remarks of the Commission in their covering letter (dated 30th December 1901).* They point out that Aden is the coaling station for the whole of the steamer traffic that passes through the Suez Canal and back again to Europe. It is thus a place of Imperial rather than Indian importance, and they submit that it is not fair that the small trade of the port should be made to pay the whole cost of improving the harbour for the use of mail steamers which run not only to India but to Australia and all parts of the East. The Lords Commissioners of the Admiralty have declared, in answer to a representation, that the deepening of Aden harbour in order to allow large warships to enter is not of pressing importance from a strategical point of view; their letter is dated 18th July last; so I fear nothing more can be said on this point at present. But the Government of India might perhaps see their way to pressing His Majesty's Government to assist in the deepening and enlargement of the mooring basin and channel on the more general grounds put forward by the Commission. If so, it might perhaps be possible to propose that the 80,000*l.* required should be advanced by His Majesty's Government at $2\frac{3}{4}$ per cent. which is believed to be the usual rate charged on Government loans at home, the principal and interest to be repaid in 60 years. On these terms the annual amount to be set aside by the Port Trust for interest and sinking fund would be Rs. 41,000; and the total annual payments on account of the entire debt of Rs. 30,00,000 would be only Rs. 1,27,000 instead of Rs. 1,51,000, leaving to the Port Trust for the first 40 years Rs. 31,000 more per annum of disposable revenue than they would have if the whole loan were provided by the Government of India on the terms assumed, that is to say, 4 per cent. interest and repayment of the whole in 40 years. These terms, it may be remarked, would not only leave the Port Trust with a narrow margin for unforeseen expenditure, but would not admit of any reduction being made in the charges on freight, and unless this can be done the burdens on the trade of Aden will have been only partially removed.

16. I strongly support the proposal in paragraph 38 of the report that if Government are disposed to approve of the proposed reclamation of Tawahi Bay in any form, an advance of Rs. 2,50,000 should be made as soon as possible to enable the work to be proceeded with by utilising the spoil from the dredging which is now dropped outside the harbour. The foreshore of this little bay is very unsavoury. There is no discharge of sewage into it or anywhere into the harbour; but it would appear that, from the number of steamers which lie in proximity to the place, a certain amount of fæcal matter is deposited on the mud, a considerable area of which is exposed at every tide. The place is becoming a public nuisance, and its partial reclamation will, I think, be forced on us before long on sanitary grounds alone. It may be added that there is reason to believe that a portion of the spoil from the dredged area is washed back from its present place of deposit and forms the greater part of the silt which now appears in the mooring basin.

17. Before closing this letter I should wish to say a word on the paragraphs of the report which deal with the "Development of Trade." The Commission allude first to the encouragement of trade with the interior of Arabia, and secondly to the great importance of constructing a railway between Berbera on the Somali Coast and Harrar, to compete with the Jibuti line.

With regard to the former, it is a question in which I take great interest, and I believe the caravan routes into the interior, as far as they lie within our Protectorate, might be considerably improved, at no great cost, with good results as regards the increase of goods brought to Aden for export. But until the boundary between the Protectorate and the Turkish province of Yemen has actually been demarcated, and we are in a position to do as we like in our own territory, I should be inclined to refrain from commencing any operations in the way of road making. It is one of the questions, however, on which I intend to address Government as soon as ever the demarcation

* Page 8.

of the frontier has been carried out. After the roads have been improved, we should be able to see whether a light railway could not be constructed into the interior as far, at all events, as the country is open.

18. The rate of camel hire in Southern Arabia is so high that there are grounds for supposing that a railway of even 50 or 60 miles in length would draw a good deal of traffic. It would not be reasonable to expect, however, that any measures we can take will create a large trade with the interior of Arabia unless, indeed, minerals were to be found in localities fairly accessible from the coast. The greater part of the produce to be exported comes from Turkish territory, and its diversion from Turkish ports would naturally be unwelcome to the local authorities, who would endeavour to keep the trade as much as possible in its existing channel.

19. As to the construction of a railway from Berbera to Harrar, I regret to say we have here little or no knowledge of the practicability of the scheme. If the Emperor Menelik is not already bound to the French and could be induced to give a concession, and if the line could be constructed at reasonable cost, the advantages to the trade of Aden are obvious. The railway would be a powerful factor in maintaining and increasing the prosperity of the port.

20. I will venture to add, in conclusion, that the port of Aden has been fortunate in securing the services of the Honourable Mr. W. Hughes as Chairman for the Commission. Mr. Hughes could not only speak on the many questions involved in the inquiry with a knowledge and authority that compelled respect, but by the display of other qualities, not less valuable, has brought persons of the most opposite views into practical accord, with the gratifying result that the Commission has presented a unanimous report.

Enclosure 3 in No. 3.

Letter from the Port Engineer, Aden, to the Secretary, Aden Port Commission, Aden. No. 594, dated the 21st December 1901.

As requested, I beg to state that I estimate the various schemes proposed by the President as follows :—

Estimate A.

	Rupees.
Reclamation north of Flint Island, including wharf wall on the north side, 800 feet long (founded in 30 feet depth of water at low water, ordinary spring tide, as well as stone-pitching on the south side); also bridge and approaches - - - - - -	11,64,888

Estimate B.

Iron pier (neck 240 feet by 40 feet, and T-head 300 feet by 40 feet). The head of pier for berth of one ship and to have 30 feet depth of water at low water, ordinary spring tide. Cost includes *pucca* wall for 50 feet in length at root end - - - - -	4,30,980

Estimate C.

Reclamation of Tawahi Bay as shown coloured red on enclosed plan, including pitched sea embankment for the entire length - - - - - -	2,56,355

With regard to items A and C, please note that the rate of main bulk of reclamation from dredger's spoil is based upon depositing some by means of ten iron punts and two steam tugs. The cost, plant, or proportion of same is not included in these estimates.

As to item B, I beg to point out that this estimate is based upon the current rates for ironwork. The Merewether Pier was constructed when the price of iron was considerably lower than at present.

In conclusion, I beg to say that the tracing showing foreshore of Tawahi (handed over to me by the President) is not to be relied upon. It is from an old survey made by the Royal Engineers. I, therefore, submit a plan showing Tawahi Bay from actual survey made by me. It will be observed that the line of reclamation on this plan has a different angle with regard to existing wharves to that shown on the tracing above referred to. The depth of water along the proposed embankment is in many places more than 14 feet.

Enclosure 4 in No. 3.

From the Port Engineer, Aden, to the Secretary, Aden Port Commission, Aden. No. 596, dated the 23rd December 1901.

In continuation of this office No. 593, dated 21st instant, I have the honour to state that I estimate the cost of dredging the areas mentioned in your demi-official, dated 17th instant, as follows:—

	Rupees.
(1) Mooring basin 1,200 feet wide down to 30 feet at low water, ordinary spring tide, as per enclosed tracing (time to complete work 2·08 years) - - -	1,84,423
(2) Mooring basin, 1,400 feet wide down to 30 feet at low water, ordinary spring tide (time to complete work 3·20 years) - - - - -	2,83,728
(3) Balance of area "A" on 23rd December 1901 down to 26 feet at low water, ordinary spring tide (if scheme No. 1 is carried out). Time to complete work 3·87 years - - - - - -	3,43,134
(4) Balance of area "A" on the 23rd December 1901 down to 26 feet at low water, ordinary spring tide (if scheme No. 2 is carried out). Time to complete work 3·60 years - - - -	3,19,194

No. 4.

Telegram from the Secretary, Chamber of Commerce, Bombay, to the Secretary to the Government of India, Finance and Commerce Department. Dated 24th June 1902.

At instance of many influential members, and considering great importance of matters which must be involved in report of recent Aden Commission, the Committee of the Bombay Chamber of Commerce respectfully suggest that said report should be published for discussion before measures taken.

No. 5.

Letter from the Under Secretary to the Government of India, Finance and Commerce Department, to the Secretary to the Government of Bombay, Marine Department. No. 3,620 S. R., dated 2nd July 1902.

I am directed to acknowledge the receipt of your letter No. 171 G., dated the 26th May 1902, forwarding a copy of the report of the Commission appointed to consider the feasibility of the schemes suggested for providing a public wharf at Aden.

2. The Government of India think that it will be advisable to consult the shipping community and others interested in the trade of Aden before taking action on the lines suggested by the Commission; and I am therefore to request that, with the permission of his Excellency the Governor in Council, you will be good enough to obtain and forward to the Government

of India the views of the Aden, Bombay and Karachi Chambers of Commerce on the proposals made in the report.

No. 6.

LETTER from the UNDER SECRETARY TO THE GOVERNMENT OF INDIA, Finance and Commerce Department, to the GOVERNMENTS OF MADRAS Marine Department, BENGAL Marine Department, and BURMA Commerce Department. No. 3,621 S. R., dated 2nd July 1902.

I am directed to forward a copy of a letter* from the Government of Bombay, No. $\frac{171}{G}$, dated the 26th May 1902, and of its enclosures, regarding certain proposals for the construction of a public wharf at Aden and the further deepening of the harbour. I am to request that, with the permission of $\frac{\text{His Excellency the Governor in Council}}{\text{His Honour the Lieutenant-Governor}}$, you will be good enough to obtain, and forward to the Government of India, the views of the $\frac{\text{Madras}}{\text{Bengal}}$ Chamber $\frac{}{\text{Rangoon}}$ of Commerce on the proposals.

No. 7.

LETTER from the SECRETARY TO THE GOVERNMENT OF BOMBAY, Marine Department, to the SECRETARY TO THE GOVERNMENT OF INDIA, Finance and Commerce Department. No. 210 G., dated 2nd July 1902.

With reference to paragraph 4 of this Department letter No. 171 G., dated the 26th May last, I have the honour to forward per book post ten printed copies of the Proceedings† of the Aden Port Commission.

No. 8.

LETTER from the OFFICIATING SECRETARY TO THE GOVERNMENT OF BENGAL, Marine Department, to the SECRETARY TO THE GOVERNMENT OF INDIA, Finance and Commerce Department. No. 1,529 Marine, dated 16th August 1902.

With reference to your letter No. 3,621 S.R., dated the 2nd ultimo, I am directed to submit, for the information of the Government of India, the enclosed copy of a letter (No. 1,123) dated the 11th instant, from the Secretary, Bengal Chamber of Commerce, containing the views of the Chamber on certain proposals for the construction of a public wharf at Aden and the deepening of the harbour at that port.

Enclosure in No. 8.

Letter from the Secretary, Bengal Chamber of Commerce, to the Secretary to the Government of Bengal, Marine Department. No. 1,123, dated 11th August 1902.

I have the honour to acknowledge receipt of your letter No. 1,311 (Marine) of 17th July, forwarding copy of a letter, No. 171 G. of 26th May 1902, from the Government of Bombay, enclosing copy of the report of the Aden Port Commission, containing proposals for the construction of a public wharf at Aden, and the further deepening of the harbour at that port, and asking for the views of the Chamber on these proposals.

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* No. 3, page 7. † Not printed.

2. The Committee of this Chamber have read the report with much interest; but while fully recognising its importance and the earnest desire of the members of the Commission to work for the improvement of the Port of Aden, they regret they are unable to agree with some of its most important conclusions, which they consider should be opposed in the best interests of the port.

3. The points on which the Commission were charged to make enquiry were as follows:—

(*a*) The adequacy of the existing wharves and accommodation.
(*b*) The probability of trade development as resulting from the construction of a public wharf.
(*c*) The prospect of a sufficient return by dues or otherwise to repay the interest of the loan that may be required to meet the cost of construction.
(*d*) The question whether money should be spent on a public wharf or on deepening the anchorage.

The reference to the Commission may, therefore, be briefly summarised as an inquiry as to whether additional wharf accommodation was necessary, and if so, whether it was of more importance that money should be spent on such an undertaking or on deepening the anchorage, the necessity for which does not appear to be disputed. In view, no doubt, of the statement that the Government of India consider the commercial development of the Port of Aden as a question of special importance, the members of the Commission have reported in favour of both undertakings, viz., the construction of a public wharf and the deepening of the harbour, not treating them as alternative enterprises, but as one general scheme.

4. I am directed by the Committee of the Bengal Chamber of Commerce to intimate that while they are strongly in favour of the proposal for deepening the inner harbour, they are as strongly opposed to the scheme for the construction of a public wharf, and in this view they have the support of the principal lines of steamers calling at Aden. Some of the paragraphs in the report dealing with the scheme for a public wharf, notably paragraphs 7, 8, 9, and 10, appear to the Committee to be inconsistent with the findings of the Commission. The Committee do not purpose to review the report in detail. It will suffice to challenge the findings as being based upon erroneous hypotheses. At the same time they would point out that in paragraph 6 of the report, the statement that "it is objectionable in principle that Shipping "Agents who *regulate freight* should have a practical monopoly of the wharves" is based on an entirely wrong assumption, as the Shipping Agents have only to deal with the matter of freight as directed by the head offices of the various steamers taking cargo from Aden. Then, again, in paragraph 11 the opinion is expressed that "no half measures should be attempted, and that "any scheme for improvement in the wharf accommodation should aim at the "total abolition of lighterage for ordinary cargo and at relieving the trade "of as large a portion as possible of the present heavy charges for landing "and shipping goods." It is proposed to do this by the construction of a deep-water pier for large vessels to lie alongside. The Committee would point out that only one or, at the utmost, two steamers could lie alongside such a pier for the discharge of cargo, and the proposal, in their view, is based on an entirely erroneous conception of the requirements of the port. There can be no comparison between a terminal port like Karachi, with a large export trade, and an intermediate port like Aden, which is practically only a port of call where no ocean steamer ever discharges or takes in a full cargo except of coal and salt. In such a port as Aden quick despatch is of the highest importance, and this would certainly not be given if steamers had to berth at a jetty. Most of the ocean steamers calling to work cargo also require at the same time to take in coal, and it is self-evident that both these operations can be performed with greater despatch in the harbour than alongside a wharf. In the view of the Committee the total abolition of lighterage is an object absolutely impossible of attainment, and even if it were not so, is extremely undesirable. The Committee understand that there are often as many as five or six ocean steamers lying in the harbour of Aden,

and on such occasions these vessels would suffer serious detention under the wharf scheme.

5. The argument based on the importance of developing the trade of Aden also appears to the Committee to rest upon an erroneous basis. They refer especially in this connection to paragraph 20 of the report in which the Commission "regard it of the highest importance to carry out these improve-"ments to place the port beyond the reach of possible competition, to ensure "the fullest development of trade with the Lower Red Sea, the Arabian, the "Somali and the African coasts; and to establish Aden as the coaling station "for all trade routes *viâ* Suez Canal." The Committee would point out in this connection that Aden is chiefly regarded as a port of transhipment. It is not a port at which trade can be fully developed, and the tendency now exists of taking cargo for the Red Sea ports direct. If the expenditure of the large sum mentioned in the report as necessary to carry out the wharf scheme results in increased dues on shipping, the Committee have very good grounds for stating that instead of Aden being established as the coaling station for all trade routes *viâ* Suez Canal, the regular liners would call at Perim.

6. The Committee notice that the statistics given in paragraph 30 of the report of the Commission indicate that the trade of Aden is declining. These are borne out by the figures in the annual report of the Aden Chamber of Commerce for 1901, which refers to the continued and alarming falling-off in the general trade of the port. The decline is attributed in the report to various causes, but the Committee are inclined to agree with the view of the Committee of the Aden Chamber of Commerce that it is due to the tendency to ship goods direct to and from neighbouring ports in place of sending them to Aden for distribution as hitherto. It is pointed out in the report of the Chamber that vessels now go direct from the Persian Gulf, Bombay, and Calcutta to the Somali Coast and Red Sea ports, and that goods go direct to D'Jibouti for distribution in Somaliland and Abyssinia. Further, that at Hodeidah direct sailings to Suez save time and money and extra handling as compared with sending *viâ* Aden, and that savings at other ports in dues and tolls have also helped to divert trade.

7. What the Committee have endeavoured to prove is that the construction of a public wharf cannot be a financial success, and will be no real improvement to the Port of Aden, and would be more likely, so far at any rate as the coaling of steamers is concerned, to drive away steamers which now regularly call at the port, owing to increased charges. With regard to the question of dredging, the position is entirely different, and there can be no dispute as to the advantages which would accrue to the port if this were vigorously taken in hand and the inner harbour were deepened so as to allow of all vessels which can pass the Suez Canal entering and lying there in safety at all states of the tide. So far back as April 1885, and still later on the 16th of June 1899, letters were addressed to the Secretary of State for India by the London representatives of all the principal lines of steamers trading to the East and Australia, urging the dredging of the harbour to a uniform depth of 30 feet in consequence of the increased size and draught of steamers, and of the importance of Aden as a fortified port for the accommodation of vessels of the Royal Navy. A copy of this last-named letter is enclosed for the information of Government. So far as the Committee are informed, the completion of the scheme for dredging the inner harbour down to 26 feet at low water ordinary spring tide has not been officially notified, although 11 years have already passed since the dredging began, and the official estimated period for completing the whole scheme of dredging the channel and the basin of the inner harbour was $2\frac{3}{4}$ years from the 1st of June 1897. The Committee are fully in accord with the recommendations in the report of the Commission on the question of dredging, and would urge that the proposals made should be taken in hand without delay. The probable effect of any addition to the port dues has already been shown, and the Committee are of opinion that as the harbour is of strategic importance and useful to Government as a military station, the expenditure of the dredging operations should be borne by the Government of India.

8. Turning now to the findings of the Commission as specified on page 8, paragraph 36, of the Report, the Committee proceed to deal with these *seriatim*—

(*a*) A certain amount of lighterage, and probably a very large amount, will and must continue in spite of any system of public wharves. The Committee have only to point to the conditions prevailing in the ports of London, Calcutta, and Bombay as sufficiently strong evidence on this point. These ports are not simply ports of call and transhipment like Aden, and would, it might be naturally supposed, be better served entirely by wharves, yet the fact remains that in all of them a very large portion of the trade is carried on by lighterage.

(*b*) The Committee challenge the conclusion arrived at in this paragraph inasmuch as only two vessels at a time, at the utmost, could be berthed alongside the wharf, and no steamers, except perhaps some of the native-owned vessels, which call at Aden, and even this is doubtful, would go alongside the wharf.

(*c*) The Committee have very grave doubts as to the result, foreshadowed in this paragraph, being as anticipated. The main argument in the report in favour of the construction of the wharf appears to be that the boat-owners' charges are too high. At the same time it is admitted that the landing and shipping charges on the scale regulated by the Chamber of Commerce in 1896 are not in themselves excessive except in the case of kerosine oil and skins. It is worth noting that the former article is landed only at the Maala wharf, where the rates regulated by the Chamber of Commerce do not apply. But if rate sufficient to pay the interest on the money required for the construction of the wharf, viz., 18 lakhs of rupees, have to be levied, the probability is that there will be a material increase in the port charges. The Committee do not see otherwise how the increased revenue alluded to in the report can be realised, and they are also unable to follow how, if an increased revenue is to be realised, "a material saving will further accrue to trade."

(*d*) As has already been made plain in this letter, the Committee of this Chamber strongly recommend the deepening of the harbour, and consider this to be of far greater importance than the construction of any wharf or wharves. The deepening of the harbour in the manner suggested in the report would, in the view of the Committee, be decidedly the best mode of benefiting the trade of the port as a whole, and they strongly deprecate the construction of the proposed wharf.

9. As requested, I have the honour to return the enclosures in your letter.

ENCLOSURES.

(1) Copy of letter No. 171 G., of 26th May 1902, from the Government of Bombay, with enclosures (No. 3).

(2) Copy of letter of 16th June 1899, to the Secretary of State for India, from various signatories.

Annexure.

From Steamship Companies whose Ships use the Port of Aden to the Right Honourable Lord George Hamilton, Her Majesty's Secretary of State for India, dated 16th June 1899.

We have the honour to refer to the Memorial addressed to Her Majesty's Secretary of State for India, dated 16th April 1885, by a large number of owners of steamships using the Port of Aden, petitioning Lord Kimberley to direct that the work of deepening the inner harbour so as to enable vessels of deep draught to enter, remain afloat, and leave at all states of the tide, should be begun as soon as possible, stating that the accumulated balance

at the credit of the Aden Port Fund would, it was believed, provide the dredging plant required, and that the devotion thereto of the surplus funds, which would continue to accrue from the dues levied, would provide for the whole of the work necessary to be done to afford ample accommodation for large vessels in the inner harbour.

Owing, as we believe, in a great measure to the representation made by the Secretary of State in response to that Memorial, the Aden Port Trust Act of 1888 was passed by the Bombay Legislative Council, and the accumulated balance at the credit of the Aden Port Fund was handed over to the trustees by whom a dredger was purchased with the sanction of the Government.

With the dredger so purchased, an entrance channel and mooring basin have been dredged to 26 feet at low water, ordinary spring tide, where seven vessels can be accommodated.

We are credibly informed that with the completion of this channel and basin to a depth of 26 feet all over, the present dredging scheme of the trustees of the port will be regarded by them as accomplished, and that it is proposed by the official majority of the Board to borrow a large sum of money with which reclamation and other works will be undertaken. We are also informed that a proposal is being considered by the Board to increase and extend the dues and tolls at present levied in the port, to provide additional revenue, although the necessity for this additional taxation has not been sufficiently shown, and is in opposition to the representations which the mercantile community at Aden have addressed to the Board.

In consequence of the increased size and draught of steamships, and of the importance of Aden as a fortified port for the resort of men-of-war, we desire to strongly advocate to Your Lordship that it is necessary for the harbour to be dredged to a depth of 30 feet at low water ordinary spring tides, also that a large mooring basin of this depth should be made, to afford the space required for manœuvring vessels when approaching and leaving their moorings, and that at least three more mooring buoys should be included in the deep-water area. We venture to say this would carry out the intention of the Memorial we have before alluded to, and that on account of the importance of the Imperial interests associated with the deepening of the harbour for the accommodation of the vessels of the Royal Navy, as well as of the mercantile marine, the revenues of the port should be devoted to this work as heretofore, and we beg Your Lordship to intervene to prevent the increase of dues, tolls, or other port charges, which we believe will not be required by a continuance of dredging as advocated herein.

No. 9.

LETTER from the SECRETARY TO THE GOVERNMENT OF BURMA, Commerce Department, to the SECRETARY TO THE GOVERNMENT OF INDIA, Finance and Commerce Department, No. 721—3 P.—8, dated 20th August 1902.

In compliance with the request contained in Finance and Commerce Department, letter No. 3621 S. R., dated the 2nd July 1902, I am directed to submit a copy of a letter, dated the 13th August 1902, from the Secretary to the Chamber of Commerce, Rangoon, regarding the proposals for the construction of a public wharf at Aden and the further deepening of the harbour.

Enclosure in No. 9.

Letter from the Secretary, Chamber of Commerce, Rangoon, to the Secretary to the Government of Burma, dated 13th August 1902.

I am desired to acknowledge receipt of your letter, No. 830—3-P.—28, Commerce Department, dated 22nd July, with letters in original, having reference to certain proposals for improving the harbour of Aden, and desiring the views of the Chamber on the proposals.

I am to say that although the question is not one materially affecting the trade of this port, the proposed improvements have the general approval of the Committee.

I return as desired letters and papers in original received.

No. 10.

LETTER from the ACTING SECRETARY TO THE GOVERNMENT OF MADRAS, Marine Department, to the SECRETARY TO THE GOVERNMENT OF INDIA, Finance and Commerce Department, No. 698 Marine, dated 27th August 1902.

In compliance with the request contained in your letter No. 3621 S. R., dated 2nd July 1902, I am directed to forward herewith a copy of a letter, dated 22nd August 1902, from the Chairman, Madras Chamber of Commerce, embodying the views of the Chamber on the proposals for the construction of a public wharf at Aden, and the further deepening of the harbour.

Enclosure in No. 10.

Letter from the Chairman, Chamber of Commerce, Madras, to the Secretary to the Government of Madras, Marine Department, dated 22nd August 1902.

I have the honour to acknowledge receipt of Government Order, No. 567 (Marine), dated 14th July 1902, and to state that the members of this Chamber have considered the report of the Aden Port Commission communicated therewith. The Chamber's opinion is that a good case has been made out for deepening the harbour, but it is opposed to the scheme for two public piers and for large reclamation works, as the particular requirements of Aden, which is merely a port of call, do not appear to necessitate any such elaborate and expensive additions. Aden is essentially an intermediate port and serves no large trade centres behind it. Thus the great majority of steamers call merely for coaling and to put out only a small quantity of cargo. Under these circumstances quick despatch is of chief importance, and this can be more efficiently attained by working with lighters on both sides of the vessel than by bringing a vessel up to and working alongside a wharf. The Chamber, as at present advised, is therefore strongly in favour of the harbour being deepened so that the largest vessels of all kinds may use it in any weather, but it considers that until this work is completed there is no justification for adding expensive wharfage accommodation, which apparently is not wanted by steamship owners.

No. 11.

LETTER from the ACTING SECRETARY TO THE GOVERNMENT OF BOMBAY, Marine Department, to the SECRETARY TO THE GOVERNMENT OF INDIA, Finance and Commerce Department. No. 329 G., dated 30th October 1902.

With reference to your letter, No. 3620 S. R., dated 2nd July last, on the subject of the report of the Aden Port Commission, I am to forward herewith the replies received from the Chambers of Commerce of Bombay, Karachi, and Aden, together with a note thereon by the President of the Commission.

2. It will be seen that the Chambers all approve of so much of the Commission's scheme as relates to the deepening of the harbour, while they object upon various grounds to the proposal for the construction of public wharves. His Excellency the Governor in Council also, I am to say, looks upon the deepening of the harbour as the most important part of the scheme

from an Imperial point of view, inasmuch as Aden is, and always must be, of greater strategic than commercial value, as a fortress, a naval harbour, and a coaling station, though, no doubt, it is also capable of considerable development as a distributing port.

3. It is, I am to say, from this point of view that his Excellency the Governor in Council supports the recommendation of the Commission that application should be made to the Imperial Government for a grant to cover the cost of deepening the harbour. It does not seem to him fair that the cost of this work should fall upon the local trade of the port.

4. As regards the building of public wharves, which is the part of the scheme that chiefly concerns the local trade of Aden, his Excellency the Governor in Council considers that Government may safely accept the opinion of the Commission that the scheme will benefit the existing trade and most probably will lead to an increase in its volume. While not accepting to its full extent Mr. Hughes' opinion that the views of the Chambers are dominated by the interests of shipping firms, his Excellency the Governor in Council thinks that that gentleman has satisfactorily disposed of some of the criticisms of those bodies, notably in respect of the statement that the forecast of income is based upon the figures of exceptional years, and that the present cost of lighterage is over-estimated.

5. The remaining criticisms of the Chambers are directed against paragraphs 24 to 28 of the Commission's report. The only question that seems to his Excellency the Governor in Council to be open to any real doubt, is whether the Port Trust would be able to raise as much as Rs. 87,000 from wharfage. This is a question to which it is impossible to give a confident reply, but the Trust could, as Mr. Hughes points out, guard themselves by proceeding tentatively and building one pier at a time. The first cost of the wharf scheme would, in that case, be limited to Rs. 13 lakhs, and the building of the second pier could be postponed until it was seen how far the first was a success. This, however, is as far as his Excellency the Governor in Council would be prepared to go in deference to the opinions of the Chambers.

6. On the whole, therefore, his Excellency the Governor in Council would recommend that approval be given, and funds provided, for so much of the wharf scheme as involves the reclamation of Tawahi Bay and the construction of one pier at a cost of Rs. 13 lakhs: and that application be made to the Imperial Government for a grant of Rs. 12 lakhs for the purpose of deepening the harbour. This distribution of the cost of the improvement seems, I am to say, to represent fairly the benefits of the entire scheme to the various interests involved.

Enclosure 1 in No. 11.

Letter from the Chairman, Bombay Chamber of Commerce, to the Secretary to the Government of Bombay, Marine Department. Dated 14th August 1902.

Under the instructions of the Committee of the Bombay Chamber of Commerce, I have the honour to acknowledge the receipt of your letter, No. 224 G., dated 14th July, covering a copy of the proceedings and report of the Aden Port Commission, and requesting an expression of the views of the Committee on the subject.

2. I am in the first place to convey to Government the thanks of the Committee for having afforded them an opportunity of considering the matter in its relation to trade. It will be understood that any proposals calculated to facilitate trade with Aden necessarily command the sympathy of commercial men on this side of India, and that such criticism as they may have to offer relates solely to the measure in which such proposals give assurance of increased facilities.

3. My Committee do not understand that there is or can be any difference of opinion as to the Imperial importance of the harbour of Aden or as to the necessity that it should be made capable of accommodating vessels of such draught as can pass the Suez Canal. The fourth paragraph of the supplementary letter of the Commission, in which the claim of Aden to financial assistance is set forth, correctly bases that claim on the indisputable national importance of the harbour, and adds that "it is not right that the trade of Aden should alone bear the whole burden of improving the harbour." It is, of course, notorious that under present conditions the trade of Aden would not bear an increase of burdens, and that, under pressure of such increase, it would be to a large extent displaced. For these reasons it is, in the final paragraph of the supplementary letter, urged that His Majesty's Government should be moved to grant a sufficient sum for the further deepening of the harbour. But my Committee regret to notice that paragraph 36 of the report, which summarises the conclusions of the Commission, is so worded that this work of national importance is seemingly relegated to a second place and is decreed to be contingent on the construction of wharves for the behoof of local trade. I say "seemingly," for it may be perceived that the Commission, strictly, pronounce not the work itself, but *the expenditure of Port Trust Funds* upon the work, to be conditioned by the construction of the wharves. At the same time, the Committee regret that the work of paramount importance was not more emphatically assigned the first place in the recommendations of the Commission; and they direct me to give prominence to a re-affirmation of the opinion they had the honour to express to you in their letter of the 23th February 1900 as to the necessity of giving precedence to Imperial as distinct from local interests. The Aden trade proper is small as compared with that to which Aden serves as a port of call; and it is a moot question whether any wharfage facilities at that place can prevail against direct shipment and the development of African ports to restore or maintain its position as an *entrepôt*. It would, therefore, have been desirable to avoid all appearance of subordinating the greater to the less.

4. The Commission has, however, submitted the scheme as a dual one, in which the proceeds of the one section are relied upon to finance the expenditure on both. And if a work of national importance is to be made dependent upon a local source, it must be made clear that such local source is adequate and is not in danger of being exhausted instead of developed by the arrangement. The Committee regret to find that a scrutiny of the estimates of revenue given by the Commission to some extent bears out the misgivings that appear from the evidence to have been entertained in many quarters. Indeed, one of the points that strike the Committee most forcibly is that the sense of the report is opposed to the weight of evidence, and even to the evidence of certain members of the Commission who afterwards signed the report.

5. The scheme is recommended, however, as one that aims at "the total "abolition of lighterage for ordinary cargo and at relieving trade of as large a "proportion as possible of the present heavy charges for landing and shipping "goods." The success of the scheme therefore depends definitely on the purveying of enhanced facilities at a cost to trade not to be increased.

6. Again, the Commission expressly disclaim any suggestion either that the present wharves are inadequate or that the charges made are excessive. In paragraph 25 an estimate is made of Rs. 87,000 as wharfage fees to be levied at rates yielding "a total of half the present charges." It is not expressly stated whether the said total is obtained by collecting the full present rates upon half the trade or half rates upon the whole trade. But the declared purpose and justification of the scheme is the reduction of charges; and, as a matter of fact, it is understood that the latter alternative is contemplated. But in the face of the mass of evidence given before the Commission there is great doubt as to whether the whole or even a considerable part of the trade will use the wharves and so come under the charges proposed. Paragraph 15 of the report says:—"We do not contemplate that "the existing wharves should be closed . . . Nor do we contemplate that "steamers should be obliged to use the berths." And the last sentence of paragraph 25 clearly contemplates that "charges for occasional lighterage"

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will be incurred "when the deep-water berths are already occupied." Aden is essentially an intermediate port of call for most of the steamers entering it. Quick despatch is therefore of the first importance; and this can best be attained by remaining at a buoy where coaling and cargo operations can be carried on at both sides of the ship simultaneously. Viewing the fact that there are sometimes as many as five or six steamers in the Port of Aden, all requiring quick despatch and all of which may be of a length too great to be served by a pier-head only 300 feet long, the Committee believe that the occasional lighterage contemplated will be so frequent as to largely vitiate the scheme. On the information before them the Committee are not disposed to think that it would be wise to count on any considerable number of the ordinary liners resorting to the wharves. On the other hand, such injury as may be done to the regular lighterage business would probably be recouped by higher rates of charge for lighterage, and this would create a disposition to avoid the wharfage. The Committee fear therefore that, on the one hand, the saving to trade and, on the other hand, the revenue from wharfage might possibly prove to be illusory.

The possibility of such disappointment is increased by the fact that the estimates of the Commission are based upon the only three years in the last ten which showed successive surpluses.

7. I am also to draw special attention to the fact that no provision seems to have been made for dredging the harbour after the work of deepening has been completed. Rupees 10,000 are allowed for keeping the channel clear, but nothing is said of maintaining the increased area and depth of the basin. The smallest amount expended in any one of the past ten years in dredging the present basin appears to have been Rs. 73,000, and in paragraph 18 of the report credit is taken for the new dredger at Rs. 2,70,000. It therefore appears evident that for depreciation and working even the sum of Rs. 73,000, had it been provided, would have been insufficient for operations obviously indispensable.

8. For the above reasons the Committee could not conscientiously say that the scheme submitted by the Commission is one that could be confidently expected to confer on the Port of Aden the benefits proposed, unless indeed it be supplemented by a substantial grant-in-aid from the Imperial Government.

Enclosure 2 in No. 11.

Letter from the Secretary, Karachi Chamber of Commerce, to the Secretary to the Government of Bombay, Marine Department. No. 257, dated 12th August, 1902.

I have the honour to acknowledge receipt of your letter No. 224 G. of the 14th ultimo forwarding, for the information of the Chamber, a copy of the proceedings and report of the Aden Port Commission appointed by Government to inquire into the feasibility of the scheme suggested for providing a public wharf at Aden, and requesting the views of the Chamber on the proposals made in the report.

I am directed to state in reply that the Committee of the Chamber having carefully studied the report of the Aden Port Commission, together with the evidence taken by that body, would beg to submit the following remarks:—

(1) That practically the whole of the mercantile community of Aden are opposed to the construction of a Port Trust wharf at an expenditure of 18 lakhs of rupees.

(2) My Committee consider that in the face of this evidence so large an expenditure on the project is not justified, and looking to the statistics of the trade of Aden, they concur with the mercantile community of that port that its resources should be husbanded, rather than be embarked on a scheme which the shipping and merchants do not apparently require.

(3) My Committee think that the figures given in paragraph 23 of the Aden Commission Report are likely to be misleading, as they give only the expenditure from the capital and do not show how it is proposed to meet the interest and sinking fund charges after the works have been completed.

(4) It would seem evident from the figures that after completing the construction of the proposed wharf, in the seventh, and every following year, there will be a deficit of at least Rs. 40,000, which will require to be met by increased taxation, unless the trade of the port very considerably expands.

(5) It would appear from the statistics given that the trade of Aden has during the last few years showed no tendency to expand.

(6) The scheme of deepening and increasing deep-draught anchorage in the inner harbour is one which meets with the approval of all concerned, and proposals in this direction appear to my Committee to be in every way sound.

(7) The surplus revenue of the port during the last three years is given as Rs. 1,08,000, but my Committee consider that for the purpose of obtaining a reliable average a longer period should have been taken.

(8) In any case it seems evident that the prosperity of the port demands that it should be kept up to a standard commensurate with the increasing depth of the Suez Canal and the size and number of vessels frequenting the port.

(9) The surplus revenue available seems ample to provide the interest which the 12-lakh scheme for dredging operations involves, and my Committee would therefore support the scheme.

(10) My Committee would beg to add, in conclusion, that in their opinion the conditions at the Port of Aden are very different to those prevailing at Karachi, and they consider that the views of the mercantile community and shipping agents at Aden, who are best able to judge of their own requirements, should carry great weight; and further, that no scheme which has not their cordial support should be sanctioned, as it would probably be neither popular nor remunerative.

Enclosure 3 in No. 11.

Letter from the Honorary Secretary, Aden Chamber of Commerce, to the Secretary to the Government of Bombay, Marine Department. Dated 23rd August 1902.

I have the honour to enclose herewith copy of a letter addressed to the First Assistant Resident, Aden, showing the views of the Chamber regarding the proposals of the Aden Port Commission.

Annexure.

From the Honorary Secretary, Aden Chamber of Commerce, to the First Assistant Resident, Aden. Dated 22nd August 1902.

Replying to your No. 2,339 of the 8th instant, I am directed to inform you that, at a General Meeting of this Chamber held at Camp on 20th August, after thorough discussion, the following Resolutions, proposed by Mr. I. Klein (Messrs. Max Klein) and seconded by Mr. Mahomed Ebrahim (Messrs. Hajeebhoy Lalji and Company), were carried unanimously, viz.:—

(1) The Chamber agrees with the findings of the Aden Port Commission, except as regards the Deep Sea Jetty Scheme.

(2) The Chamber is of opinion that such a scheme is totally unnecessary for a comparatively small port of call such as Aden, and that the present facilities provided by private firms are ample for the trade of the port, and the charges are reasonable.

(3) Further, having perused the figures of actual receipts by all the cargo lighter owners in Aden for landing and shipping charges for three years (1899–1901), the Chamber finds that the average total per annum is only *Rs. 78,724*, while the Port Commission overestimates the annual revenue from this source as *Rs. 1,74,000*. On this account and for various other reasons the Chamber does not believe the proposed wharf could pay its expenses without additional taxation being levied upon the trade of Aden.

(4) Above all, the Chamber strongly protests against the Port of Aden being saddled with a debt for 40 years, as suggested by the Commission, the repayment of which would fall entirely upon the local trade.

(5) The Chamber considers that the Port Trust tolls at present levied on all cargo landed or shipped are the real burden on the trade of Aden, and these should be reduced or, if possible, abolished at the earliest opportunity. For the year 1901–02 these dues totalled *Rs. 1,31,944*, which was *Rs. 30,000* in excess of the highest figure reached in any former year.

(6) The Chamber desires to take advantage of this opportunity to express its opinion that before any large extraordinary outlay is made at any time by the Aden Port Trust of the funds collected from shipping and commerce, the Chamber's views should be asked for.

As an instance, the recent purchase by that Board of a large steam tug at a cost of about *Rs. 1,00,000* appears to be an investment of debatable value, as all the shipping agents are well equipped with tugs, so that none of the vessels frequenting the port are ever likely to require its services on hire; nor has the Port Trust any plant requiring towage by such a powerful craft. The Chamber has on many occasions addressed the Port Trust regarding the importance of extensions to the Public Wharf at Maala, and more especially of late there have been several instances when more covered godown accommodation was urgently wanted there, and the Chamber therefore respectfully submits that the above *Rs. 1,00,000* expended upon the steam tug would have been more profitably employed in this direction.

Enclosure 4 in No. 11.

Memo. by the Honourable Mr. W. C. Hughes, C.I.E., President of the Aden Port Commission.

Dated 13th October 1902.

I much regret that owing to a great pressure of my ordinary work I have been unable to give the requisite attention to this question to enable me to reply sooner to the criticisms of the Chamber of Commerce on the report of the Commission.

2. The delay has given me the opportunity of seeing the trade and navigation returns for the year 1901–02 which have been sent to me in manuscript. The statistics of the trade of the port have a most important bearing on the question, and the returns for the past year afford most convincing proof of the importance of Aden as a distributing centre for local trade. The total trade shows a most satisfactory increase, though not quite as large as the Port Trust returns for the first eight months of the year indicated as probable. The figures merit closer attention than I have been able to bestow on them, but I submit the following as a brief review having regard to the concerns of the port now in question.

See paragraphs 21 and 30 of the report of the Commission.

Review of trade.

3. The total value of the trade of Aden, sea-borne and inland, during the year was Rs. 9,18,85,047 against Rs. 7,32,11,586 in 1900–01, or an increase of nearly two crores, that is, rather more than 25 per cent.

4. For the present purpose I take the figures for merchandise only, that is, excluding treasure, and propose to deal with them in lakhs (omitting 00,000). I further propose to classify the sea-borne trade somewhat differently from the way in which it is shown in the returns. Put concisely, the following is a view of the complete trade in merchandise according to value :—*

	1901–02.			1900–01.			Increase.		
	Imports.	Exports.	Total.	Imports.	Exports.	Total.	Imports.	Exports.	Total.
	Rupees. Lakhs.	Rupees. Lakhs.	Rupees. Lakhs.	Rupees. Lakhs.	Rupees. Lakhs.	Rupees. Lakhs.	Rupees. Lakhs.	Rupees. Lakhs.	Rupees. Lakhs.
1. Inland trade -	30	23	53	29	15	44	1	8	9
2. Sea-borne trade									
(i) Foreign trade	1,36	1,66	3,03	1,11	1,22	2,33	25	44	69
(ii) Local trade -	1,69	1,69	3,38	1,36	1,51	2,87	33	18	51
(iii) Indian trade	1,12	19	1,31	1,02	15	1,17	10	4	14
Total 2.—Sea-borne trade.	4,17	3,54	7,71	3,49	2,88	6,37	68	66	1,34
Grand Total, inland and sea-borne.	4,47	3,77	8,24	3,78	3,03	6,81	69	74	1,43

The figures show an increase under every head and are extremely satisfactory.

Inland trade.

5. Under inland trade the improvement is greater than appears owing to the fall in the price at which imports of coffee are rated. At the rates prevailing in the previous year for this item the value of the imports was Rs. 17 lakhs as against Rs. 11 lakhs which the returns show, and allowing for this the increase in the total volume of the import trade was approximately 25 per cent. instead of, say, 3 per cent. as shown. Under exports the increase was over 50 per cent. in value, the chief improvement being in twist and yarn (Rs. 3 lakhs), but almost every other head also shows some increase.

Sea-borne trade.

6. In sea-borne merchandise the total trade was the largest on record, the previous maximum having been in 1896–97, Rs. 736 lakhs. In this case also the value of coffee materially affects the figures; the rates in 1896–97 were nearly 50 per cent. higher than in 1901–02; at the former rates for this item the total aggregate value of the trade in 1901–02 would have been about Rs. 830 lakhs instead of Rs. 771 lakhs, as compared with Rs. 736 lakhs, the previous maximum.

7. Aden is exceptionally situated as compared with ordinary ports because of its having practically no market for purely local consumption, and so little inland trade. Probably eight-tenths of the trade of the port is really transhipment (not including the transhipment on through bills-of-lading), that is, eight-tenths of the imports are re-exported and have to undergo a double process of handling. This consideration alone makes the questions of landing facilities, including adequate covered storage and warehouse accommodation, as well as charges, matters of great importance.

8. The factor of chief importance is the trade under the second of the three sections into which I have divided the sea-borne trade, namely, that which comprises the local trade with coast ports in Africa and Arabia. The development of the Port of Aden as a commercial centre to which the Government of India attach special importance depends upon the extent to which this local trade and the inland trade can be expanded.

* *See* Part II., page 54, for later statistics.

Aden has a long-established trade connection with a very large number of these coast ports, and the returns of the past year, which the Commission anticipated would show considerable improvement, afford most encouraging prospects, especially remembering that the trade has been left almost entirely to itself without help or assistance of any kind.

9. On the African side the trade with Massowah and the Somali Coast ports shows a large increase, and on the Arabian side, out of the 13 ports or groups of ports for which figures are given, there were increases in the case of eleven, and in the case of the other two the former trade was well maintained.

10. From figures given separately in the returns it appears that while the trade with the British Somali Coast ports shows a slight decrease (Rs. 2 lakhs, namely, from Rs. 112 to Rs. 110 lakhs), that with the French ports increased from Rs. 12 to Rs. 36 lakhs or by Rs. 24 lakhs. Aden is, in fact, the port for the ocean-going trade of Jibuti and ought to continue to be so if proper facilities are afforded, because being the port of call it should compete at enormous advantage in the matter of freight with every other port, and rivalry should be impossible.

Imports - Rs. 17 lakhs.
Exports Rs. 7 „
Total - Rs. 24 „

11. In the case of the Arabian Coast ports, the largest increases were with Hodeida and Mokha on the Red Sea side and with Persia on the east side.

12. The facts appear to absolutely refute the impression that trade is in any way deserting Aden owing to the competition of other ports. At the same time, the vitality which it has displayed suggests that with some measure of assistance greater developments might be expected. Improvement in the port facilities is one measure which should have a material effect. I am not prepared to say precisely what else might be done, but in my opinion the subject would well repay local enquiry if entrusted to a special officer of the necessary experience. Such an enquiry would at least insure that there should be no falling-off in the trade from preventable causes.

13. Referring now to the papers forwarded for my remarks, I may observe that there is some reason to fear as the result of these further enquiries Government will find themselves much in the position in which the Commission were placed. They will be in possession of a mass of evidence representing entirely the view of one only of the interests involved—the shipping interests—and that a view naturally baneful to any independent interests, being one circumscribed by considerations attaching to the position of the Shipping Companies as locally virtual monopolists.

14. The trade with India on the basis of the figures for 1901–02 forms only 17 per cent. of the trade of Aden—that is, out of a total of Rs. 771 lakhs Rs. 131 lakhs represent the Indian trade. Bombay, Karachi, and Calcutta contribute in the following proportion :—

Trade with India.

	Rs. Lakhs.	Per cent. of Total Trade.
Bombay	106	13·75
Calcutta	21	2·72
Karachi	3	0·40
Madras, &c.	1	0·13
Total	131	17·00

15. The interests of Calcutta in the trade are insignificant, and of Karachi are even less. Bombay is the only port of the three with an appreciable concern in the question, but in the case of Bombay the trade is wholly in the hands of *Native merchants*. They are not members of the

Reports of the Chambers of Commerce.

Chamber of Commerce and were not represented on the Committee which reported on the question. On the other hand, the shipping interests had two influential representatives (Agents of Peninsular and Oriental and British India Companies). Karachi has, as I have shown, no concern in the trade, and undoubtedly the opinion of the Chamber there was influenced by the Chairman, who is the Agent of the British India Company. As regards the Calcutta Chamber, I have not seen their report, and can only say that, as shown, they have practically no concern in the trade and are not in a position to offer any opinion on the part of the Aden scheme designed particularly for the requirements of the local trade. I take it that in their case also the opinion elicited is virtually that of the Shipping Companies.

16. I wish to express most strongly the view that the shipping interests, which are so powerfully represented, should not be allowed a predominant voice. They or their Agents own the private wharves and have everything to gain and nothing to lose if they can get the harbour deepened either at the expense of Government or at the expense of the local trade. This local trade is the other, and in my opinion by far the more important, interest in the immediate question. It and the foreign and Indian trade which are dependent on it will not benefit directly, if at all, by the further deepening of the harbour, while on the other hand it urgently requires improved facilities for landing, shipping, and storing goods independently of the private wharves which are in the hands of the Shipping Companies and their Agents.

Bombay Report.

17. I find it somewhat difficult to follow the 3rd paragraph of the Bombay Chamber's letter.* They seem to have lost sight of the fact that the report of the Commission necessarily dealt exclusively with the particular subject referred to them for consideration, viz., the schemes put forward for the commercial development of the *Port of Aden*, and in this regard the Commission expressly attach greater importance to measures directly benefiting the local trade. The letter of the Commission and the report read together and with due regard to their instructions show, I maintain, a keen sense of the proportion of the interest. Vessels, I may point out, which call at Aden simply for the purpose of coaling or the exchange of mails and passengers have no real interest in the port in a true commercial sense, nor can I follow the sentence in which the Chamber "give prominence to a "re-affirmation of the opinion as to the necessity of giving preference to "Imperial as distinct from local interests." I presume they cannot mean that such preference should be given *at local expense*, and, if not, all difference between their views and the views of the Commission as expressed in their letter and report disappears, but I would add, that Imperial interests are not restricted to the improvement of Aden solely as a port of call, for they cannot be indifferent to the desirability of also equipping the port in such a way as to place it beyond the possible reach of competition as a port of distribution, and this can readily be done with the co-operation of local resources.

18. As regards "despatch" and another point referred to in paragraph 6, I can only say that our experience in Bombay is that a vessel at a wharf works from twice to four times as quickly as discharging overside and that 300 feet was fixed as the length of the T-head of the piers, because that covers the extreme length between the fore and aft hatches of the longest ship, and a pier of this length would serve any ship likely to work at Aden. I take the liberty of questioning if there are ever as many as five or six steamers in the Port of Aden all wanting *to work cargo* (other than coal or salt for which the wharf would not be used) at the same time. If such an occasion arose, the preference would have to be given to the ships with the largest cargo.

See Annexure to this Memorandum.

19. The Chamber refer to the estimates being based only on the three years in the last ten which show successive surpluses. They seem unaware of the fact that every year of the last ten has shown a large surplus.

* Enclosure 1 in No. 11, page 30.

The suggestion that the average should have been taken over a longer series of years ignores the fact of the changes made from time to time in the rates and charges which affected the receipts. For instance, the toll was not imposed until 1892–93 and did not come into full effect until 1893–94. Again, so recently as March 1900, the charges on flour and kerosine oil were enhanced, and the fees for health certificates were abolished which had effect only from 1900–01. The figures for three years were taken with due consideration. They included one year, which in point of trade was worse than any of the previous eight years, and two other moderate years. They included one year in which the latest changes in rates had effect and two in which they had not. By extending the average further back two years of maximum trade could have been included, and by extending it still further back the time would have been reached anterior to the imposition of tolls.

The figures for 1901–02 are now available and show a still larger surplus, as was to be expected, and the estimated surplus on which the Commission base their financial statement, namely, Rs. 1,18,000, compares as follows with—

	Rupees.
The actual average past 4 years - -	1,36,035
,, ,, 5 ,, - - -	1,21,063
,, ,, 6 ,, - -	1,19,828
,, ,, 7 ,, - - -	1,16,673

At current rates, without any allowance for a further increase in the trade, the surplus is bound to be considerably in excess of the estimate framed by the Commission.

20. As regards paragraph 8 of the report of the Chamber, it is necessary to point out that the figure referred to, namely, Rs. 73,000, as the least expenditure incurred on dredging in any one of the past ten years, is expenditure on capital account work, that is, on *deepening*, not maintaining, the harbour. It is unwarrantably assumed that it was contemplated to maintain one of the large dredgers after the capital account is closed to do the trifling dredging estimated to be required to maintain the channel and basin. This would be like maintaining a steam hammer to drive tin-tacks with, and was of course not intended. The Commission went thoroughly into the matter and were satisfied that the engineer's allowance of Rs. 10,000 per annum would be ample. There is, however, now available, as the result of the most recent survey, testimony which removes all doubt on this point. The last annual report says:—

"29. It is gratifying to note that since the date of the previous survey the 26 feet Contour Line in the Outer Anchorage Ground has receded eastward for about one-third of the distance and almost parallel to the original line of 1891. This is undoubtedly a favourable sign, more so as the silt has not found its way into the Channel and Mooring Basin.

"30. The Annual Survey of the Channel and Mooring Basin this year reveals a still more gratifying result than the one detailed above. Most of the silt shown on the Administration Report Plan for 1900–01 has been dispersed by scour. The former position and area of these patches are shown on the accompanying plan by dotted lines; from this it would appear that the solidity of the dredged bottom will render future maintenance dredging almost unnecessary."

21. I feel bound to add a few words with reference to the last sentence of paragraph 4 of the Bombay Chamber's letter in so far as it may be taken as referring to the late Mr. C. deC. Baglehole. That gentleman as a witness strenuously represented the views of his Company in pressing for the deepening of the harbour as a work of paramount importance: he admitted that the Peninsular and Oriental Company had no great interest in the trade of Aden or in the port otherwise than for postal, coaling, and passenger purposes. On the wharf question his views are contained in his reply to questions 33 and 34 (pages 132 and 133 of Appendices*) at the meeting of 18th December. He disapproved of the Port Trust scheme on the ground of its cost and disproportionate results (views which found expression in the report), but with certain reservations was prepared to approve of such a

* Not printed.

scheme as that finally recommended by the Commission. Mr. Baglehole was a fair-minded English gentleman, and on being fully satisfied after prolonged argument and discussion on the points referred to in his reservations, he had no difficulty in concurring with the report in the general interests of the port.

22. The same remarks apply to Mr. Hormusji Cowasji. In his individual interests he was opposed to any change, but his general view is given in his oral evidence, namely, that provided the public wharf was supplementary and not one to supersede the private wharves, it was a question merely of whether the trade could bear the cost of dredging and of the wharf simultaneously. The report met his views on the first point, and he was further satisfied as to the financial aspect of the case. It is right to add that Mr. Hormusji thought the scheme should be carried out tentatively, that is, that in the first instance only one pier should be built, but the point was not referred to, as he would in due course be in a position to represent it as a Port Trustee.

23. I submit with reference to these remarks that it is not justifiable to say that the sense of the report is opposed to the evidence of certain members who afterwards signed it.

24. I wish to say as little as possible about the report of the Karachi Chamber of Commerce, for in my view their opinions on this question are entitled to no weight whatever. I may point out, however, with reference to their first remark that the leading American merchant (1), the leading native merchant (2) (both on the Commission), the representatives of the leading French firm (3), of the Arabian Trading Company (4), of the Messageries Maritimes Steam Navigation Company (5), and the Manager of the Aden Branch of the National Bank of India (6) were all strongly in favour of such a scheme as that put forward by the Commission. That there are others of the same opinion is apparent from the letters signed *An Arab*, *One interested in Aden*, and *Common Sense*, which have recently appeared in the public press. The Manager of the firm of Messrs. Luke Thomas & Co. (formerly Chairman of the Chamber of Commerce), who thought the trade of Aden would never recover the decline it exhibited in 1900–01 (an opinion already falsified), and who was strongly opposed to the public wharf scheme, was in favour of a scheme for a pier which would enable deep-draughted vessels to discharge kerosine or liquid fuel in bulk direct, which is part of the design of the project by the Commission.

Karachi Report.*

(1) Mr. Lockerman.
(2) Mr. Menahim Messa.
(3) Mr. Bardey (pages 18 and 19 of the Proceedings).†
(4) Mr. Kesel (pages 159–162 of the Proceedings).†
(5) Mr. Millet (page 152 of the Proceedings).†
(6) Mr. Forbes (pages 138–142 of the Proceedings).†

Mr. Gordon (pages 157–159 of the Proceedings).†

Page 167 of the Proceedings.†

25. The Karachi Chamber are not accordingly justified in saying that practically the whole of the mercantile community of Aden are opposed to the scheme. There appear to be two views of the meaning of husbanding resources. To meet what are absolutely capital charges from surplus revenue is pernicious, if not wasteful, for it inordinately delays progress and involves excessive immediate taxation for benefits which will accrue only in the future.

26. With reference to paragraphs 3 and 4 of the Chamber's letter, the report of the Commission in paragraphs 24 to 27 surely makes it plain how the deficit of Rs. 44,000 (not Rs. 40,000) is to be met after the completion of the works.

27. *Paragraph* 5.—Apparently paragraphs 21 and 30 of the Commission's report have been overlooked. The figures for 1901–02 now available are a sufficient reply.

28. *Paragraph* 6.—It is not correct to say that all concerned concur. Some of the witnesses maintained that deepening the harbour is not necessary for local trade purposes—a view that found expression in the Commission's recommendations (paragraph 36).

29. *Paragraph* 7.—Already dealt with in paragraph 19 of this note.

* Page 32.

† Not printed.

30. *Paragraphs* 8 *and* 9.—The Chamber, in fact, approve of the local trade paying for the improvement required in the interests of the shipping only from which they will not benefit directly, if at all—a view to which the Commission were entirely opposed.

31. It will be gathered from the evidence taken by the Commission that the claim of the Aden Chamber of Commerce to fully represent the trade of the port is open to serious question. Undoubtedly the shipping interests predominate on the Chamber, and any question involving interference or competition with the private wharf owners would not obtain a fair hearing. The Chamber was constituted in 1886, and from the first has been the champion of the private wharf owners' interests.

Aden Chamber Report.*

32. It is significant that the gentlemen who proposed and seconded the resolution reported as having been unanimously† carried—which condemns the public wharf scheme, declares that the present facilities provided by private firms are ample and the charges reasonable, and emphatically protests against the proposal to borrow capital—were parties to the memorial of 1899, in which exactly the converse of these several propositions was strongly represented. It is further remarkable that this memorial, which was signed by a large majority of the *bonâ fide* merchants, was prepared and submitted independently of the Chamber. It is true that Messrs. Max Klein and Hajeebhoy Lallji & Co. and some others subsequently withdrew, but this appears to have been due to what I regard as the unfortunate attitude taken up by the then Chairman of the Port Trust on the question.

33. But even were the Chamber more representative and unbiassed than it is, and were the opinions on the other side fewer and of less importance than they are, I should still consider the question one to be weighed independently. The reason for this is that the aggregate of individual opinions swayed wholly by considerations of what appeals immediately to their apparent self-interests, paradoxical as it may appear, may be, and often is, a most unsafe guide to what is best in the true interests of the trade of the port as a whole. There are well-known instances of parallel cases. It is probably especially true in the case of a small community, and it ceases to have even the appearance of a paradox when the community is not only small in number but is dominated by the representatives of private rights which admittedly will be detrimentally affected by any change.

I think for these reasons that the merits of the scheme should be considered independently of the opinion recorded by the Aden Chamber of Commerce in paragraphs 2 and 4 of their report.

34. As regards paragraph 3, the question of the aggregate cost of landing and shipping cargo was very fully discussed by the Commission, and Messrs. Baglehole and Hormusji Cowasji, who were the chief lighter owners, agreed that the estimate of Rs. 1,60,000, subsequently increased to Rs. 1,74,000, might be regarded as "a safe minimum." The actual receipts by the cargo lighter owners for landing and shipping charges which the Chamber have been at the pains to compile appear to have no bearing on the question of the cost of lighterage. It is in evidence that the receipts do not represent the cost in many cases, *e.g.*, the Peninsular and Oriental carry on the lighterage on cargo at a heavy loss, and the Messageries also lose. Such losses are of course covered by freight, &c., and in other cases also the freight includes the landing or shipping. No doubt part of the saving that would accrue if lighterage were abolished would be in the freight charges.

Pages 156–7 of the Proceedings.‡

Page 163 of the Proceedings.‡

Page 134 of the Proceedings.‡

Page 170 of the Proceedings.‡

35. *Paragraph* 5.—The toll receipts in 1901–02 have increased in proportion to the increased trade. The measure most calculated to benefit the trade of the port is to increase the facilities and abolish the lighterage charges, and thereafter, if possible, reduce the other charges.

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* Page 33. † The names of the others present are not given. ‡ Not printed.

36. *Paragraph* 6.—Refers to a matter not affecting the present question, but I may observe that the Port Trustees are certainly the best judges of the appliances necessary to carry on the management of the port.

37. I would point out that there will be no loss of time and no more difficulty in a vessel taking up the moorings at one of the pier heads than there is in taking up exactly similar moorings situated a couple of ships' lengths further off. It has been said vessels will not use the piers if erected: the same was said of the Bombay Docks, and I believe of the Kidderpore Docks in Calcutta. In Bombay for a time vessels did actually hold out. Whether trade takes advantage of new methods in any department depends entirely on the facilities they afford. It seems manifest that a deep-water wharf with adequate storage and warehouse accommodation immediately adjacent will, at Aden as in every other port, afford unquestionable facilities, and, if so, they are certain to be taken advantage of to the fullest possible extent.

Conclusion.

If, however, there is any doubt on the point, it is easy to proceed tentatively and in the first instance erect only one pier involving a gross liability of not more than Rs. 25,000 per annum, but the reclamation should in any case be effected and equipped with a few transit sheds and a properly-constituted warehouse.

38. I may here refer to a statement which has appeared in the public press to the effect that the scheme for deep sea wharves was put forward only 48 hours before the sittings of the Commission closed. This statement is made in ignorance of the facts. The original "Port Trust Scheme" itself included provision for deep-water wharves to be ultimately built outside Flint Island, and the subject was continually before the Commission. Witnesses were examined on the point from almost the first sitting for taking evidence (Proceedings of 17th and 18th December). The engineer was called upon for estimates, and submitted them on 21st and 23rd December. They were submitted at the meeting of the Commission on 24th December, and the engineer was examined on them on 26th and 27th December. Apart from the proceedings at the sittings, the subject was repeatedly discussed orally and in writing between Mr. Baglehole, Mr. Hormusji, and myself. The draft report embodying the results of the long discussions on the several points was first considered on 28th December; it was then circulated, and thereafter adopted at a final meeting held two days later. That the members of the Commission themselves had no misgivings on the point is shown by the resolution spontaneously drafted by Mr. Baglehole and proposed in his absence by Mr. Hormusji Cowasji Dinshaw, referring to the report which they had been enabled to present as one which they hoped would be deemed "fair to the interests of all concerned."

Paragraph 19 of the Commission's Report.

Pages 121–2 and 133 of the Proceedings.*

Page 154 of the Proceedings.*

Page 148 of the Proceedings.*

Pages 156 and 113 of the Proceedings.*

Page 173 of the Proceedings.*

39. I have only to add that my individual opinions as herein expressed on particular points may appear somewhat stronger than those I subscribed to in the report. This, however, merely serves to emphasise my view of the importance of the recommendations made. The real question appeared to me, after careful study, to be one of great moment wherein the most important issues were obscured by the evidence of a cloud of anything but disinterested witnesses. Were Aden a mere "by-port," the position would have demanded quite different treatment. But Aden is not a "by-port." It is the "Port of Call" for the whole of the trade *viâ* the Suez Canal and is *at the same time* the centre of receipt and distribution—the *entrepôt*—for vast tracts served by a large number of minor coast ports. With these several minor ports Aden has well-established trade connections, and even at present the aggregate trade with them is considerable and, of course, the foreign and Indian import and export trade is in direct proportion. I felt, and feel, strongly that it was my duty to endeavour by all means in my power to

* Not printed.

secure unanimity in the recommendations of such vital importance to the present requirements and future development of this trade. I am certain that in no other way can the disadvantages under which the trade labours be removed, while that there are considerable, if not great, possibilities of future development appears to be proved by the fact that the value of trade with the African ports has, without assistance, increased by more than 66 per cent. in the last ten years.

P.S.—Since this memorandum was written I have received a report from Aden giving the Port Trust toll receipts for the first half of the current year (to 30th September 1902). The figures compare as follows with those of the corresponding half-years, 1900 and 1901:—

—	1900.	1901.	1902.
	Rupees.	Rupees.	Rupees.
Toll on coal - - - -	11,541	16,118	11,908
„ salt - - - - -	2,529	5,033	3,419
„ other merchandise - -	26,874	40,361	43,394
Total - - -	40,944	61,512	58,721

showing that the remarkable recovery in the trade in 1901–02 has not only been maintained, but that there has been a further increase in the trade in merchandise of about 7 per cent.

ANNEXURE.

Statement showing Surplus Revenue Receipts of Aden Port Trust, excluding Expenditure on Dredging.

—	Actuals.		Add or Deduct Dredging Outlay.	Actual Surplus.	—
	Excess Expenditure.	Surplus Revenue.			
	Rupees.	Rupees.	Rupees.	Rupees.	
1891–92 - -	63,575	—	79,514	16,039	Tolls not in force.
1892–93 - -	59,418	—	91,286	31,868	Tolls partially in force.
1893–94 - -	10,485	—	89,286	78,801	
1894–95 - -	—	27,994	82,783	1,10,777	
1895–96 - -	3,872	—	1,01,614	97,742	
1896–97 - -	—	40,645	73,010	1,13,655	
1897–98 - -	21,536	—	82,706	61,170(1)	
1898–99 - -	—	20,282	1,03,264	1,23,546(2)	
1899–1900 -	—	32,574	75,457	1,08,031	Rates on flour and kerosine enhanced. Fees for health certificates abolished.
1900–01 - -	—	2,792	1,19,501	1,22,293	
1901–02 - -	—	84,470(3)	1,05,197	1,89,667	

(1) In this year there was abnormal expenditure (Rs. 26,159) on new (original) works.
(2) The figure in the Commission's report (paragraph 21), Rs. 1,25,546, is a misprint.
(3) Includes Rs. 81,219 spent on new steam tug chargeable to revenue surplus and taken account of in paragraph 29 of the report of the Commission.

No. 12.

LETTER from the ACTING SECRETARY TO THE GOVERNMENT OF BOMBAY, Marine Department, to the SECRETARY TO THE GOVERNMENT OF INDIA, Finance and Commerce Department. No. 360 G., dated 4th December 1902.

In continuation of my letter No. 329 G., dated the 30th October 1902, I am directed to forward, for the information of the Government of India, copies of the marginally-noted correspondence, received from the Political Resident, Aden, regarding the objections raised by the Aden Chamber of Commerce and the Agent, Peninsular and Oriental Company, to the proposals made in the report of the Aden Port Commission. These objections have been fully discussed in the Honourable Mr. Hughes' note dated the 13th October 1902, a copy of which has been submitted to the Government of India, and I am to state that this Government have nothing to add to the remarks made in my letter of the 30th October 1902.

Letter from the Political Resident, Aden, No. 320, dated 15th November 1902.
Letter from the Aden Chamber of Commerce, dated 17th September 1902.
Letter from the Agent, Peninsular and Oriental Company, dated 3rd September 1902.

Enclosure 1 in No. 12.

Letter from the Political Resident, Aden, to the Secretary to the Government of Bombay, Marine Department. No. 320, dated 15th November 1902.

In compliance with your No. 242 G. of the 1st August 1902, I have the honour to forward letters from the Secretary of the Aden Chamber of Commerce, dated 22nd August and 17th September 1902, giving their further views as asked for.

2. I would, however, bring to the notice of Government that, out of the seven members who formed the Commission, three were also members of the Aden Chamber of Commerce, viz., Mr. Baglehole, Peninsular and Oriental Agent (the then President of the Chamber), Mr. Hormusji Cowasji Dinshaw, and Mr. Menahim Messa. They all signed the report and concurred in the decisions arrived at. Mr. Baglehole unfortunately died last March, and Mr. Hormusji is in Europe. Mr. Menahim Messa is a strong supporter of the public wharf scheme. I find it difficult to resist the conclusion that, if Mr. Baglehole and Mr. Hormusji were present in Aden, the Chamber of Commerce would not have commenced this opposition. It has always been dominated by the shipping interest, and in the absence of the public-spirited gentlemen referred to, its statements are merely those of persons interested in maintaining the present state of affairs. Their proposals for the dredging of the harbour *versus* the public wharf are simply a return to the situation which existed before the appointment of the Commission.

3. With reference to the points raised in the present letter from the Chamber, I would ask a reference to the Commission's report, from which it appears that the Commission were unable to obtain any reliable data on which to calculate the average aggregate of the charges for landing and shipping cargo. They took Rs. 1,60,000, however, as a *safe minimum*, cargo landed at Maala being excluded from the estimate. The amount was afterwards increased to Rs. 1,74,000 (page 163), Rs. 1,400 being added on account of transhipment cargo. The Chamber of Commerce say that having perused the figures of actual receipts, the average total of landing and shipping charges is only Rs. 78,724. If so, it is a pity they did not bring this forward when the Commission were seeking for information, and the fact of their not having done so at once throws doubt upon their statement. It is probable, however, that the Chamber of Commerce, if they chose, could induce the wharf owners to open their books for the inspection of an accountant nominated by the Port Trust, and this course will be suggested to them as a means of substantiating their figures.

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* Page 34.

4. The Port Trust tolls referred to in paragraph 5 do not appear to be excessive. They compare favourably with those of other Indian ports, and the fact that they reached a high total last year is due to the volume of the trade that passed through the port having been above the average.

5. Paragraph 6 seems to be an attempt on the part of the Chamber to interfere in the administration of the port. The Port Trust are indubitably in the best position to judge the requirements of the harbour, but the members of the Chamber being shipping agents and owners of tugs already existing are apprehensive of competition through the introduction of a new tug by the Port Trust. With regard to the Maala pier, the Board have by no means overlooked its importance. From being a narrow pier with a T-head, it has, within the last two years, been enlarged throughout its entire length to the width of the T-head, and commodious covered sheds are even now in course of construction at a cost of close on Rs. 15,000.

6. I attach also a letter, dated 3rd September, from the present Agent of the Peninsular and Oriental Company, in which Mr. Major, notwithstanding the fact that his predecessor was a member of the Commission, and signed its report, says that the Company is entirely opposed to the construction of the proposed wharf, and altogether dissents from the conclusions arrived at by the Commission. The objections raised by Mr. Major to the wharf were considered by the Commission, and the Honourable Mr. Hughes will doubtless be able to explain to Government that they are of no great weight. With reference to the last paragraph of the letter, compensation in some form or other would have to be paid on any wharf absorbed in the large public wharf projected by the Commission. But apart from the fact that the title of the Peninsular and Oriental to at least a portion of their ground is believed to contain a flaw, the compensation would probably take the form of a grant to the Company of such an area of the new wharf as would enable them to carry on their business with the same facilities as they now possess.

Enclosure 2 in No. 12.

Letter from the Honorary Secretary, Aden Chamber of Commerce, to the First Assistant Resident, Aden. Dated 17th September 1902.

Referring to the Chamber's letter of 22nd August last, *re* Aden Port Commission, in order to avoid the slightest possibility of any misunderstanding or inaccuracy, I have the honour to explain that the sum of Rs. 78,724 named in the fourth line of paragraph 3, was the total average amount of receipts for lighterage to and from the private wharves.

There was in addition further lighterage on goods conveyed to Maala public wharf; but no part of this would in any case be saved or added to the revenue of the proposed deep-sea jetty, as merchants desiring their goods to be conveyed to Maala will always have them sent up there direct by water in preference to cartage, the latter being a much more expensive means of transport.

Enclosure 3 in No. 12.

Letter from the Agent, Peninsular and Oriental Steam Navigation Company, Aden, to the First Assistant Resident, Aden. Dated 3rd September 1902.

I have the honour to acknowledge the receipt of your letter No. 2,354 of the 12th instant, with a copy of the proceedings and report of the Aden Port Commission, and requesting an expression of my views on the subject.

I consider the conclusions arrrived at by the Commission with regard to the necessity or utility of this wharf are based on a faulty hypothesis, and that it is to be feared that its erection, if sanctioned, will only add to the expenses of the port and thereby tend to divert shipping to Djibutil and Perim.

It would appear that the Commission are of opinion that a public wharf and T-piers of 300 feet in length are necessary in order to place the port

beyond the reach of possible competition and to ensure the fullest development of trade, also to establish Aden as the coaling station for all trade routes *via* the Suez Canal. In the first place, no large modern steamers could safely discharge cargo on to a pier-head of the dimensions laid down, as the distance between the hatches is 270—300.

It is admitted that the present wharf accommodation, with the exception of the public wharf at Maala, is sufficient, and that it is impossible not to attach some weight to the mass of opinion opposed to the scheme.

That, although the Commission consider it is objectionable in principle that shipping agents should have a practical monopoly of the wharves, they are unable to find from the evidence that trade is actually taxed by the wharf owners, and that landing and shipping charges on the scale regulated by the Chamber of Commerce are not in themselves excessive except in two cases, viz., kerosine oil, which is landed at the public wharf at Maala, where the rates regulated by the Chamber of Commerce do not apply, and skins, the charge for which has been represented as high in proportion to the services rendered. Moreover, the Commission, while approving of the general principle that all wharves and landing places should be public property, do not think that, considering the exigencies of the port, the present system of private ownership is open to as serious objection as it would be elsewhere under other conditions.

In paragraph 12 it is suggested that any scheme for improvement in wharf accommodation should aim at the total abolition of lighterage for ordinary cargo. This suggestion, however, appears to have been reconsidered, for in paragraph 15 it is stated that the Commission do not contemplate that existing private or other wharves should be closed, nor is it contemplated that steamers should be compelled to use the public wharves.

It is therefore somewhat difficult to understand the conclusions arrived at by the Commission in paragraph 36.

In reference to the scheme as regards the financial position, it appears from returns furnished by the Aden Chamber of Commerce that the Commission have overestimated the total lighterage charges by about Rs. 1,00,000 per annum, and their calculations are apparently based on the assumption that all the cargo handled in the port would be diverted to the public wharves. It is generally admitted that no mail steamers could go alongside a wharf on account of the delay. Coal imports and salt shipments should also, I presume, be left out of the calculation. As far as I have been able to ascertain, the agents of all the regular lines of steamers calling at Aden have decided not to avail themselves of the doubtful facilities offered by the proposed wharf; it is, therefore, self-evident that the estimated revenue from this source is somewhat in excess of what is likely to be realised.

I consider it impossible to overestimate the importance of securing a safe anchorage for deep draught steamers at all states of the tides, and I am strongly of opinion that the extension and deepening of the inner harbour and a reduction in the present heavy port charges are what is really required in order to establish Aden as the "coaling station for all trade routes *via* the Suez Canal" and to enable the port to compete on more favourable terms with Perim and Djibutil. All surplus Port Trusts funds should, I think, be devoted to a reduction of the toll, and not to the erection of public wharves, which must prove a financial failure and eventually greatly add to the expenses of the port.

No. 13.

LETTER from the UNDER SECRETARY TO THE GOVERNMENT OF INDIA, Finance and Commerce Department, to the SECRETARY TO THE GOVERNMENT OF BOMBAY, Marine Department. No. 1711 S. R., dated 28th March 1903.

I am directed to refer to the correspondence ending with your letter No. 360 G., dated 4th December 1902, regarding the proposed improvement of the harbour at Aden. You state that the Government of Bombay have nothing to add to the remarks made in your letter of the 30th October 1902,

and I am now to communicate the following observations of the Government of India on the proposals made in the latter letter :—

2. You forwarded with that letter the views of the Chambers of Commerce of Bombay, Karachi, and Aden, all of which approved of so much of the scheme propounded by the Aden Port Commission as related to the deepening of the harbour at a cost of 12 lakhs of rupees, and you observed that his Excellency the Governor in Council looked upon this as the most important part of the scheme from an Imperial point of view. The Chambers objected, however, to the construction of a public wharf at Aden, by means of which the Commission proposed to increase the revenues of the Port Trust and thus to finance the dredging operations. The wharf is estimated to cost 18 lakhs of rupees, and the whole scheme thus involves an expenditure of 30 lakhs.

3. In order to provide for the repayment of this large sum it is necessary that the ordinary revenues of the port should be supplemented by substantial receipts from wharfage fees. The Commission considered that these fees would yield half as much as the charges at present incurred by the shipping trade for lighterage, and they estimated the latter charges at Rs. 1,74,000 per annum on the basis of the trade for 1900–01. The Aden Chamber of Commerce, however, has ascertained that the actual receipts by all cargo lighter owners in Aden for landing and shipping charges for three years (1899–1901) averaged only Rs. 78,724 per annum ; and though Mr. Hughes, the Chairman of the Bombay Port Trust, has pointed out that the cash receipts do not represent the actual cost of lighterage, the Government of Bombay are unable to give a confident opinion that the Commission's estimate of wharfage receipts is not excessive.

4. In these circumstances, the Government of India feel grave doubts as to the financial success of the whole scheme, and they are unwilling to advance money to enable the Port Trust to embark upon it, even to the extent suggested in paragraph 5 of your letter of the 30th October 1902, until they are more assured of its financial results. The difficulty might perhaps be solved if His Majesty's Government were to meet the whole cost of deepening the harbour, as suggested by the Commission and recommended by the Government of Bombay, but the Governor General in Council does not consider the present moment to be opportune for suggesting such a contribution to the Home Government.

5. The Government of India do not insist that the whole cost of the works contemplated must be met from the local revenues of the port, and if a satisfactory scheme were put forward, they might, in view of the wider interests involved, be prepared to assist in its execution by granting a moderate subvention from the general revenues of India. But they cannot undertake to consider any such subvention until they are satisfied that the works upon which the money will be spent will bring in a sufficient return to repay at least the amount that will be expended from loan funds. I am accordingly to ask if his Excellency the Governor in Council can devise any modification of the Port Commissioners' scheme so as to make it reasonably certain that this condition will be fulfilled.

6. The Government of India consider that the most pressing need for the development of the trade of the port is the encouragement of small traders and small craft, and pending settlement of questions regarding the financing of the larger scheme, they think that it will be advisable to begin with the construction of a small wharf for the benefit of vessels of light draught, and to postpone for the present the extension of the wharf and the deepening of the harbour, though both these projects appear desirable. It is understood that the local trade is in a position to bear the cost of a small wharf, and that the question of a subvention from general revenues will not arise until the larger scheme is again under consideration. If a revised scheme is prepared on these lines, I am to suggest that its financial features may with advantage be examined by Mr. Hughes.

No. 14.

LETTER from the ACTING SECRETARY TO THE GOVERNMENT OF BOMBAY, Marine Department, to the SECRETARY TO THE GOVERNMENT OF INDIA, Finance and Commerce Department. No. 116 G., dated 27th April 1903.

I am directed to say, in reply to your letter, No. 1711 S. R., of 28th ultimo, on the subject of the improvement of the harbour of Aden, that in consequence of information obtained during his Excellency the Governor's recent visit to Aden, this Government was about to ask that the issue of orders on the proposals of the Aden Port Commission might be deferred.

2. From inquiry on the spot it appears that the deep-sea jetty scheme will not afford so much accommodation for steamers as to admit of the entire abolition of charges for lighterage, which is required for the success of the scheme. It is further possible that the pier-heads would require protection by a breakwater for which the estimate does not provide: and it seems that the Commission have under-estimated the cost of the plant that would be required to work the piers.

3. In these circumstances, and since his Excellency in Council now inclines to the opinion that the port cannot afford to pay for the construction of such fully equipped deep-sea jetties as would really serve the shipping, unless a real local export trade is established from Aden, the Government of Bombay consider that the recommendations made in their letter of the 30th October 1902 require modification.

His Excellency in Council still desires to press as strongly as possible for the deepening of the harbour, and thinks this should be an Imperial charge, but proposes to limit the action of the Port Trust, pending further information, to the general reclamation of part of Tawahi Bay.

No. 15.

From the UNDER SECRETARY TO THE GOVERNMENT OF INDIA, Finance and Commerce Department, to the SECRETARY TO THE GOVERNMENT OF BOMBAY, Marine Department. No. 2588 S. R., dated 12th May 1903.

I am directed to return the three plans which were received with your letter, No. 171 G., dated the 26th May 1902, regarding the proposed construction of a public wharf at Aden.

No. 16.

LETTER from the SECRETARY TO THE GOVERNMENT OF BENGAL, Marine Department, to the SECRETARY TO THE GOVERNMENT OF INDIA, Finance and Commerce Department. No. 131 (Marine), dated 21st January 1904.

I am directed to submit for the favourable consideration of the Government of India the enclosed copy of a letter, No. 85/1904, of the 14th January 1904, and of its enclosures, from the Bengal Chamber of Commerce, relative to the deepening of the inner harbour in the Port of Aden.

Enclosure 1 in No. 16.

Letter from the Secretary, Bengal Chamber of Commerce, to the Secretary to the Government of Bengal, Marine Department. No. 85/1904, dated 14th January 1904.

The Committee of the Bengal Chamber of Commerce have been favoured by the Committee of the Aden Chamber of Commerce with copy of a representation addressed by them, on the 4th of December 1903, to the Secretary to his Excellency the Governor of Bombay, through the Political Resident at Aden, on the subject of the deepening of the inner harbour in the Port of Aden. The improvement and efficiency of the Port of Aden is a matter in which this Chamber has always taken a deep interest, in view of the great importance of Aden as a port of call for coaling and other purposes for the various lines of steamers trading between Europe and the East. The Committee would refer you, in this connection, to my letter,* No. 1123 of 11th August 1902, to your address, in which the proposals for the construction of a public wharf at Aden and the deepening of the harbour at that port were reviewed and commented on at considerable length.

2. The present representation of the Aden Chamber of Commerce resolves itself into a simple request for the loan from the Imperial Government of one or two of the Government dredgers now employed at Gibraltar, and which it is stated will soon be unemployed. It is said that if this request were granted the work required in the harbour could soon be completed, especially if the crews of the dredgers remained in charge, skilled labour being very difficult to obtain locally.

3. The letter of the Aden Chamber of Commerce to the Secretary to his Excellency the Governor of Bombay explains clearly and concisely the vital importance of the deepening and the widening of the inner harbour to the development of the trade of the port, which it is feared will otherwise diminish in favour of the competing Port of Djiboutil. It is also explained in the letter that the expenditure required for the purpose, unless the assistance now asked for be given, is estimated by the Aden Port Commission at about 80,000*l.*, a sum far more than the resources of the port could meet without further unduly taxing the shipping and the mercantile community, a course which would be detrimental to the development of the trade of the port and defeat the principal object which it is sought to attain. Under these circumstances, the Committee trust that the Government of Bengal will see their way to place the request of the Aden Chamber of Commerce, with a favourable recommendation and with as little delay as possible, before the Government of India. In order to facilitate the reference, I have the honour to enclose for the information of Government copy of the representation from the Aden Chamber of Commerce to his Excellency the Governor of Bombay.

Annexure.

Letter from the Honorary Secretary, Chamber of Commerce, Aden, to the Political Resident, Aden. Dated 4th December 1903.

I have the honour to inform you that I am directed by my Committee to send you the enclosed letter, addressed to the Secretary to his Excellency the Governor of Bombay, with the request that you will be good enough to forward same to its destination, and the hope that you will lend your support to the application therein contained.

My Committee consider the matter to be of the greatest urgency, and therefore trust you will deal with it at your earliest convenience.

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* Page 24.

Annexure.

Letter from the Honorary Secretary, Chamber of Commerce, Aden, to the Secretary to His Excellency the Governor of Bombay. Dated 4th December 1903.

I am directed by the Committee of the Aden Chamber of Commerce to submit their views, for the consideration of Government, on the deepening and widening of the inner harbour.

The question of enlarging and deepening the Aden harbour has frequently been discussed, and its importance is now generally recognised; but the amount required for the purpose, which is estimated by the Aden Port Trustees at about 80,000*l.*, is far more than the port could meet without further taxing the shipping and mercantile community, which would be very detrimental to the development of the trade of Aden. It would therefore appear that assistance from the Imperial or Indian Government is necessary.

The Aden Port Trustees in 1901 applied for a grant of 80,000*l.*, but the Lords Commissioners of the Admiralty were of opinion that there were many other urgent needs which should have precedence over an undertaking which at that time was not considered of pressing importance from a strategical point of view.

The importance of further extensive dredging was realised by merchants and shipowners as far back as 1885, when a memorial signed by a large number of owners of steamships was addressed to Her Majesty's Secretary of State for India on the subject, and again in June 1899.

Since that time the need for deepening and widening the harbour has greatly increased, in consequence of the ever-increasing size of steamers and a greater number of vessels calling here.

Dredging operations have proceeded slowly, and have now to be suspended for three or four months in consequence of the dredger having to be sent to Bombay to be docked and repaired.

There are only four or five of the moorings suitable for deep draught ships, and it frequently happens, when a number of British and foreign cruisers are in the harbour, that merchant steamers have to anchor outside, where working during the south-west monsoon is almost impossible.

It is needless to say that battleships cannot enter even on the most favourable tides.

The uncertainty of securing a safe mooring naturally tends to divert steamers, particularly when commanders are served immediately on arrival with the following notice :—

Aden Port Rules.

"No. 6.—Before any vessel drawing more than 17½ feet is piloted into the inner harbour, her master may be required to give a certificate to the Conservators of the port, that should the vessel ground at low water the master will take upon himself all responsibility for damages that may be sustained by the vessel in so grounding."

There is every reason to fear that this risk and uncertainty are likely to divert steamers to Djiboutil, where every effort is being made by the French authorities to secure the trade for direct shipment instead of *viâ* Aden.

The Committee and almost the entire commercial community are of opinion that the deepening and widening of the inner harbour is of vital importance and necessary to the development of the trade of the port, which will otherwise diminish in favour of the port of Djiboutil.

The Committee of the Chamber understand that a number of Government dredgers now employed at Gibraltar will soon be idle, and they venture to suggest that Government be asked to obtain the loan of one or two of the dredgers, which there is every reason to hope would soon complete the work required, particularly if the present crews remained in charge, skilled labour being very difficult to obtain locally.

It would be desirable if the Imperial Government would provide the crews and staff free of charge, but, failing this, the Committee see no reason why the Aden Port Trust should not meet this very necessary expenditure out of the surplus revenue or by a small loan.

Trusting that this application will meet with the favourable consideration of Government.

No. 17.

TELEGRAM from the SECRETARY TO THE GOVERNMENT OF BOMBAY, General Department, to the SECRETARY TO THE GOVERNMENT OF INDIA, Finance and Commerce Department. No. 767, dated 13th February 1904.

In reference to demi-official No. 884 S. R., dated 8th instant, Government have received from Resident, Aden, letter from Aden Chamber of Commerce, stating that harbour dredgers are lying idle at Gibraltar, and recommending that Home Government may be asked to lend dredgers and crews to Port Trust for deepening harbour. Government suggest that Home Government may be asked by telegraph whether Chamber's information is correct and whether Home Government is willing to entertain proposals for employment of dredgers by Aden Port Trust. Letter follows shortly.

No. 18.

TELEGRAM from the GOVERNMENT OF INDIA to the SECRETARY OF STATE FOR INDIA. No. 1109 S. R., dated 17th February 1904.

Aden Chamber of Commerce represent that Government dredgers are lying idle at Gibraltar, and recommend that dredgers and crews be lent to Port Trust for deepening of Aden harbour. If information correct, is His Majesty's Government willing to send one or two dredgers to Trust without charge? Trust applies for services of crew and staff free also; but can probably arrange to meet expenditure on that account.

No. 19.

LETTER from the ACTING SECRETARY TO THE GOVERNMENT OF BOMBAY, Marine Department, to the SECRETARY TO THE GOVERNMENT OF INDIA, Finance and Commerce Department. No. 71 G., dated 19th February 1904.

With reference to the correspondence ending with my letter No. 116 G., dated the 27th April 1903, regarding the improvement of the harbour at Aden, I am directed to submit herewith copy of a letter from the Political Resident at Aden, No. 333, dated 24th December last, with which was sent a letter from the Aden Chamber of Commerce and other enclosures, and at the same time to express regret for the long delay that has occurred, due entirely to the great pressure of work. The Aden Chamber of Commerce, it will be seen, suggest that the Imperial Government may be asked to lend the services of one or two dredgers which it is stated are now employed at Gibraltar and are likely to be idle soon. They also suggest that it would be convenient if the crews of the dredgers were lent with them, as skilled labour is difficult to procure, and consider that the Aden Port Trust would be able to arrange for the cost of the crews and staff out of their revenue surplus or a small loan, if the Imperial Government are unable to lend them free of charge.

2. This Government have no knowledge whether the information regarding the dredgers at Gibraltar is correct, but I am to express a hope that the Government of India will be pleased to ascertain by telegram whether the dredgers are available, and whether the Imperial Government would be willing to lend them to the Port Trust at Aden for the purpose of accelerating the deepening of the harbour and entrance channel. His Excellency the Governor in Council again desires to urge on the Government of India the importance of deepening the harbour, and, in inviting a reference to

letters No. 329 G., dated 30th October 1902, paragraphs 2 and 3, and No. 116 G., dated 27th April 1903, to express a hope that this opportunity may be taken of suggesting that the Imperial Government should assist the Port Trust in carrying out the scheme.

3. If the dredgers with their crews cannot be lent free of charge, it is hoped that at least the loan of the dredgers, assuming that they are suitable, may be obtained without payment for as long as may be necessary.

4. The Port Trust, it will be observed, cannot complete the deepening of the harbour on which they are now engaged within 15 years at the present rate of progress, and they state that they cannot do more without assistance from either the Government of India or the Imperial Government. There appears to be no reason, however, if they are able to obtain the necessary dredgers, why they should not, by raising a loan, carry out their present scheme in a much shorter time, more especially if assistance is given them. Before they can deal with the subject, however, and submit definite proposals, it is necessary that they should have before them full particulars regarding the dredgers, and the intentions of the Imperial Government with respect to them.

5. I am desired to ask, therefore, if the dredgers can be spared and if they are apparently suitable, that the Home Government may be requested to send direct to the Resident at Aden full particulars regarding them, their age and their present condition, and the terms on which they can be lent to the Aden Port Trust. The Resident will be asked to have the matter considered as speedily as possible on receipt of those particulars. The Port Trustees will also be asked to consider whether a scheme for developing the trade of the Port on the lines stated in paragraph 6 of the letter from the Government of India No. 1711 S. R., dated 28th March 1903, cannot be undertaken at the same time.

Enclosure 1 in No. 19.

Letter from the Political Resident, Aden, to the Secretary to the Government of Bombay, Marine Department. No. 333, dated 24th December 1903.

I have the honour to forward a letter from the Aden Chamber of Commerce, enclosing one addressed to his Excellency the Governor of Bombay, which I am asked to transmit with my support. I explained to the Chairman of the Chamber that, before submitting the letter to Government, it would be necessary for me to obtain the views of the Aden Port Trust. This I have done, and I also forward a letter from the Chairman of the Port Trust conveying the views of his Board.

2. The proposal of the Chamber of Commerce is to obtain from His Majesty's Government the loan of one or more of the dredgers now employed at Gibraltar, but which will soon be idle, with their crews, for the purpose of accelerating the work of deepening and enlarging the mooring basin in the harbour of Aden and the channel leading thereto. They represent that this work is of vital importance to the port, in order to admit of the maintenance and development of its trade, in face of the competition of Jibuti. They add a suggestion, that if His Majesty's Government cannot lend the dredgers and their crews, free of charge, the Port Trust should meet the expenditure out of their revenue, or by raising a small loan.

3. The Aden Port Trust say that they fully recognise the importance of deepening and enlarging the mooring basin, &c., and that the second (or further) scheme of dredging, which has been approved by Government is now being carried out, but that it will take 16 years to complete, and that they cannot do more from their own resources, unaided by the Government of India or the Imperial Government.

4. On this subject I would invite attention to the Report of Mr. Hughes' Commission of December 1901, on which both the Chamber of Commerce and the Port Trust were adequately represented. The Commission proposed

an expenditure of 18 lakhs on a new public wharf, and of 12 lakhs on dredging. In their conclusions* they said: "We are in favour of the "harbour being deepened as part of this general scheme, but we do not think "the Aden Port Trust should incur further expenditure at the cost of the "trade for further deepening the anchorage, except as part of a general "scheme which will benefit the whole trade of the port."

5. So far nothing has come of the proposals of the Commission except that sanction has been given to a small reclamation, principally on sanitary grounds. Possibly the Government of India have found it difficult to come to a decision because the figures on which the Commission based their proposals were subsequently challenged by the Chamber of Commerce. In the meantime, however, Aden is obtaining neither a public wharf nor the deepening and enlargement of the mooring basin, on which the Chamber of Commerce lays so much stress.

6. The present proposal is one which would no doubt enable the dredging of the harbour to be greatly accelerated at very little cost to the Port Trust, but it does not appear to me probable that His Majesty's Government would be able to lend the dredgers and their crews free of cost; while the Port Trust do not feel justified in committing themselves to greater expenditure on dredging than is now being incurred.

7. Might it not, however, be possible for the Government of India to induce His Majesty's Government, in view of the importance of Aden as a coaling station for all ships passing through the Suez Canal, to lend the dredgers and crews, and themselves to bear a portion of the expense, the Government of India providing the remainder?

8. I make this suggestion with great diffidence, the more so as there are no data for calculating the cost; but I may observe that Mr. Hughes' Commission estimated the expense of deepening and widening the mooring basin and deepening the entrance channel (without dredging the upper harbour) at Rs. 5,84,000. This is exclusive of the cost of purchasing a new dredger. They calculated that with two dredgers at work, the time necessary for carrying out the above would be somewhat over six and a half years.

9. Perhaps it will not be out of place, at the present time, to observe that no battleship and no first class cruiser can enter the mooring basin, and that the larger mail steamers seldom come in. The big warships generally lie quite outside, in an exposed anchorage, and have to be coaled there.

Annexure.

Letter from the Honorary Secretary, Aden Chamber of Commerce, to the Political Resident, Aden. Dated 4th December 1903.

I have the honour to inform you that I am directed by my Committee to send you the enclosed letter, addressed to the Secretary to his Excellency the Governor of Bombay, with the request that you will be good enough to forward same to its destination, and the hope that you will lend your support to the application therein contained.

My Committee consider the matter to be of the greatest urgency, and therefore trust you will deal with it at your earliest convenience.

Enclosure 2 in No. 19.

Letter from the Chairman, Aden Port Trust, to the Political Resident, Aden. No. 1814, dated 11th December 1903.

With reference to the proposed letter from the Aden Chamber of Commerce to the Government of Bombay on the subject of deepening and widening the inner harbour, I have the honour to inform you that the matter was placed before my Board at their last meeting on the 8th idem, and I am directed

* Page 16.

to say that my Board are engaged in deepening and extending the mooring basin in accordance with Government Resolution, Marine Department, No. 6, dated 25th January 1901, and agreeably to the second scheme of dredging and which is now being carried out gradually with the Trust's own unaided resources, and the work will take about 15 years to complete.

I am further to say that my Board fully recognise the importance of the work as now represented by the Aden Chamber of Commerce; but without outside aid from either the Imperial or Home Government the Board can do no more than what is being done towards that object.

Enclosure 3 in No. 19.

Letter from the Chairman, Chamber of Commerce, Bombay, to the Secretary to the Government of Bombay, Marine Department. Dated 28th December 1903.

The Committee of the Aden Chamber of Commerce have forwarded to the Committee of the Bombay Chamber of Commerce a copy of a letter addressed by them to Government on the 4th December on the subject of the deepening of the inner harbour in their port. This matter is one to which the Committee of the Bombay Chamber have for many years attached great importance and with which they have dealt in successive letters addressed to Government. The Committee do not therefore think it necessary to discuss the matter afresh, but they direct me to express to Government the hope that the representations of the Aden Chamber may receive favourable consideration and that, if the statement as to the availability of certain dredgers at Gibraltar is correct, an effort may be made to procure the use of them.

Enclosure 4 in No. 19.

Letter from the Chairman, Karachi Chamber of Commerce, to the Secretary to the Government of Bombay, Marine Department. No. 8, dated 6th January 1904.

With reference to the letter from the Committee of the Aden Chamber of Commerce, dated 4th December 1903, submitting for the consideration of the Bombay Government their views on the subject of the deepening and widening of the inner harbour at that port, I have the honour to state that my Committee consider that it is of vital importance to the trade of India generally that the Port of Aden should be kept up to date in every respect, and they therefore desire to strongly support the application of the Aden Chamber for the use of one or two of the dredgers now employed at Gibraltar, with their crews, to carry on dredging operations for improvements of the outer and inner harbour at Aden.

No. 20.

Telegram from the Secretary of State for India to the Government of India. Dated 18th March 1904.

Your telegram, dated 17th February. Admiralty is unable to lend dredgers. Chamber of Commerce, Aden, has been misinformed.

No. 21.

LETTER from the UNDER SECRETARY TO THE GOVERNMENT OF INDIA, Finance and Commerce Department, to the SECRETARY TO THE GOVERNMENT OF BENGAL, Marine Department, and to the SECRETARY TO THE GOVERNMENT OF BOMBAY, Marine Department. No. 1950, S. R., dated 24th March 1904.

With reference to your letter No. 131 (Marine), dated the 21st January 1904, the correspondence ending with your letter, No. 71 G., dated the 19th February 1904, forwarding a copy of a letter from the Bengal Chamber of Commerce, together with a representation from the Political Resident at Aden, in which they suggest that one or two of the dredgers under the control of the Admiralty should, if possible, be obtained on loan for the deepening of the harbour at Aden, I am directed to say that it has been ascertained that the Admiralty is unable to lend dredgers for this purpose.

PART II.—Figures of recent Trade in Aden: Foreign, Local, and Indian.

	1900-01.			1901-02.			1902-03.			1903-04.			1904-05.		
	Imports.	Exports.	Total.	Imports.	Exports.	Total.	Imports.	Exports.	Total.	Imports.	Exports.	Total.	Imports.	Exports.	Total.
	Rs. Lks.	Rs. Lks.	Rs. Lks.	Rs. Lks.	Rs. Lks.	Rs. Lks.	Rs. Lks.	Rs. Lks.	Rs. Lks.	Rs. Lks.	Rs. Lks.	Rs. Lks.	Rs. Lks.	Rs. Lks.	Rs. Lks.
1. Inland trade -	29	15	44	30	23	53	38	12	50	32	12	44	30	15	45
2. Sea-borne trade:															
(i) Foreign -	1,11	1,22	2,33	1,36	1,66	3,03	1,43	1,71	3,14	1,62	1,70	3,32	1,25	1,48	2,73
(ii) Local -	1,36	1,51	2,87	1,69	1,69	3,38	1,59	1,67	3,26	1,60	1,85	3,45	1,45	1,90	3,35
(iii) Indian -	1,02	15	1,17	1,12	19	1,31	1,08	17	1,25	1,45	21	1,66	1,47	25	1,72
Total 2.—Sea-borne trade.	3,49	2,88	6,37	4,17	3,54	7,71	4,10	3,55	7,65	4,67	3,76	8,43	4,17	3,63	7,80
Grand Total, inland and sea-borne.	3,78	3,03	6,81	4,47	3,77	8,24	4,48	3,67	8,15	4,99	3,88	8,87	4,47	3,78	8,25

INDIA (ADEN).

1. Report on Aden Harbour by Aden Commission appointed in August 1901;
2. Figures of recent Trade in Aden: Foreign, Local, and Indian;
3. Papers on Boundary Line between Yemen and Aden Protectorate.

NOTE.—The papers regarding the boundary line between Yemen and Aden Protectorate will not be ready for publication until notes have been exchanged at Constantinople between H.M. Government and the Porte.

Part I.

(*The Lord Reay.*)

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